

**NATIONAL OPEN UNIVERSITY OF NIGERIA**

**CODE: PAD870**

**Title: LOCAL GOVERNMENT ADMINISTRATIONS**

**COURSE TEAM**

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## COURSE GUIDE

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## **1. Introduction**

At this stage of our national commitment to democracy, it is important to examine what happens at the grassroots by looking at the trajectory of local government which of course is an essential constitutional expression. Regardless of the epoch of our national evolution, the form of government, and the nature of the political and ruling classes, local government had always been considered an inescapable and indispensable bulwark of the political system and accepted by all as an important means of extending and encouraging political participation to millions of people, and possibly also bringing development at the very door-steps of citizens. All are agreed that the local government is the government that is the closest to the grassroots and makes the highest impact on them. Changes in the system directly affect many Nigerian, the majority of whom reside in the rural areas. PAD 870 Local Government Administration is a semester course work of three credit hours to be taken by all students doing masters degree in Public Administration. It exposes them to evolution, the changes local governments have witnessed in Nigeria, various theories used in studying it, its place in National Scheme of things; its relationship with other tiers of government: sources of generating revenue and other science and practice of local government.

The course consists of 32 units which tells you what the course is all about. Additionally, it contains other vital scholarly information such as Tutor-marked Assignment and notification of Further Reading Materials which will help to span, elevate and exposes students to many textbooks and journals in the Theory and Practice of local government.

## **2. Course Content**

The course content consists of

- General overview of Local Government
- The concept of Decentralization
- Problems and control of Local Government
- Evolution of Local Government in Nigeria
- Local Government Finance

- Theories of Local Government
- Role of Local Government in National Development
- Intergovernmental Relations
- Organizational Structure of Local Government

### **3. Course Aims**

The aim of this course is to inform, educate, enlighten and expose students to the evolution, principles, practices, theory and workings of local government which is widely acknowledged as a viable instrument for rural transformation and for the delivery of social services to the people.

### **4. The Aims Will Be Achieved By**

- Explaining origin, evolution and development of local government
- Discussing the place of local government in National scheme of things
- Stating various changes that law taken place in the local governments in Nigeria.
- Highlighting the various theories of local government as well as types of local government
- Identify various sources of finance both statutory and non statutory open to local government
- Examining relationship between local government and other tiers of government.

### **5. Objectives**

At the end of the course, the students should be able to

- Explain the meaning and functions of local government
- Analyze various changes local governments have undergone in Nigeria and types of local government.
- Discuss problems of local government and local government finance
- Identify how local government relates with both state and federal governments
- Describe various theories of local government.

### **6. Course Materials**

- Course guide
- Study units
- Text books
- Assignment guide

## 7. Study Units

There are Ten modules of this course. For preciseness, coherency and easy understanding it is subdivided into 32 units.

### Module 1

#### 8. Unit one: General Overview of

##### **Module One: General Overview Of Local Government**

- Unit 1: General Overview of Local Government
- Unit 2: Rational for Creating Local Government
- Unit 3: Justification for Local Government
- Unit 4: Functions of Local Government

##### **Module Two: Decentralization**

- Unit 5: Structure of Local Government
- Unit 6: Measurement of Decentralization
- Unit 7: Merits and Demerits of Decentralization

##### **Module Three: Problems & Control of Local Government**

- Unit 8: Problems of Local Government
- Unit 9: Control of Local Government

##### **Module Four: Evolution of Local Government**

- Unit 10: Development of Local Government in Pre-colonial Era
- Unit 11: Local Government during the Colonial Administration
- Unit 12: Local Government in Post Colonial Era
- Unit 13: The 1976 Local Government Reform
- Unit 14: Local Government under Babandida Administration

##### **Module Five: Local Government Finance**

- Unit 15: Sources of Local Government Finance

##### **Module Six: Theories of Local Government**

- Unit 16: Efficiency Theory of Local Government
- Unit 17: Democracy Theory of Local Government
- Unit 18: Accountability Theory of Local Government

##### **Module Seven: Types of Local Government**

- Unit 19: Presidential Type of Local Government
- Unit 20: Parliamentary Type of Local Government
- Unit 21: Prefectoral Type of Local Government
- Unit 22: The Communist Type of Local Government
- Unit 23: The Council Manager Type of Local Government
- Unit 24: The Commission Type of Local Government

**Module Eight: Role of Local Government in National Development**

- Unit 25: Role of Local Government in National Development
- Unit 26: Reasons for Poor Performance of Local Government in National Development

**Module Nine: Intergovernmental Relation**

- Unit 27: Levels and Patterns of Intergovernmental Relation
- Unit 28: Federal-State-Local Relation
- Unit 29: Federal-Local Relations
- Unit 30: State-Local Relation
- Unit 31: Inter-Local Relation

**Module Ten: Organizational Structure of a Local Government**

- Unit 32: Organizational Structure of a Local Government
- Unit 33: Various Committees in a Local Government Council

Each unit consists of introduction, objectives, main contents, exercise, conclusion, summary and references as well as tutor-marked question.

**9. Assignment**

Students are expected to study materials and do the exercise. Reference texts are produced at the end of each unit for students to get additional information.

There are assignments at the end of each unit and students are expected to do all of them.

**10. Assessment**

**11. Tutor-Marked Assignment**

Students are expected to apply what they have learnt in the contents of the study units to do them and return to their facilitator for grading.

**12. Final written Examination**

There will be a written examination at the end of the course and it will attract 70%.

### **13. Summary**

Course PAD 870 - Local Government Administration will expose students to the principles, theory and practice of local government in Nigeria.

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## **LOCAL GOVERNMENT ADMINISTRATION PAD 870**

### **MODULE ONE**

#### **UNIT ONE: GENERAL OVERVIEW OF LOCAL GOVERNMENT ADMINISTRATION**

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  - 3.0.1 Reasons for Creating of Local Government
  - 3.0.2 Importance of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignment (TMA)
- 7.0 Further Reading Materials

##### **1.0 Introduction**

In this unit, we shall examine the meaning of local government from different perspectives; the reasons for creating of local government as well as the importance of local government. We are able to establish that local governments are developmental intermediary between grassroots people and national scheme of things. It is a system of government that fosters democracy. It is grassroots – based consisting of small units of local communities upon which political power are developed to cater for their needs. It engenders greater participation of the people in the process of government. It is designed to serve as a viable instrument for repeal and even development of local

government as their areas serve as units for sharing government amenities and offices eg sitting of government establishment, appointment of commissioners, ministers and sharing of federation accounts etc.

## **2.0 Objectives**

By the end of this unit, the students should be able to

- 1 Define the term local government
- 2 Explain the importance of local government
- 3 Discuss the characteristics of local government

## **3.0 Meaning of Local Government**

The term local government has been defined in various ways by public administrators, political scientist, writers and scholars According to Ogunna (1988), it is a political authority, purposely created by the state government under a law by which local communities within a definite area are organized to manage their own affairs within the limit of the law under which the authority is created. In the words of Okoli (1983), it is a process of devolution of power to the local authority to provide services of local nature. Alao (1986), viewed it as a government of grassroots which is designed to serve as “instrument of rural transformation”. In his own contributions, Golding (1981), viewed it as a political authority set up by a nation or state as subordinate authority for the purpose of dispersing or decentralizing political power. This idea of local government by Awa (1981), has been reinforced by the Federal Republic of Nigerian Guidelines for local government in Nigeria which elaborately defined local government as “government at local level exercised through representative councils established by law to exercise specific powers within defined areas. These powers should give the council substantial control over local affairs, (including staffing) and institutional and financial powers to initiate and direct the provision of services and to determine and implement projects so as to complement the activities of the state and federal governments in their areas and to ensure, through devolution of functions to these councils and through the active participation of the

people and their traditional institutions, that local initiative and response to local needs and conditions are maximized” Federal Republic of Nigeria.

Local government therefore plays crucial role in rural as well as urban development the world over. The importance of local government in rural development process made AbubakarRimi to remark as far back as 1978 thus, “Local government is the most important government of our land. The local government is the nearest a 9nd most immediate government for the man. The man in my village does not care about who the president is. He doest not even care about who the governor of Kano State is. He cares only about those who are counselors and chairman of his local government” (constituent Assembly: 1978:994). Local government is therefore, a powerful instrument of rural and urban development.

Consequently, if appropriately structured, based on adequacy of units; adequately funded, sufficiently staffed with well qualified and continuously trained, motivated and dedicated personnel, enjoy a measure of freedom from the state government, it will give effect to mass participation of the people in the process of government as well as serve as a spring signboard for local participation and rural development. Local government is therefore designed to achieve multi-dimensional goals of economic, social, cultural and political development. It is form of government most desired all over the world today due to its therapeutic cleansing effect on rural development problems.

### **3.0.1 Reasons for the Establishment of Local Government**

According to Ezeani (2005:257) there are a number of reasons why local government are created and they are as follow:

- To assist the central or state government to maintain law and order.
- To complement the efforts of central or federal or state government in the provision of series of services within their areas of authority. Local government all over the world is seen as an efficient agent for providing services that are local in character. According to Mackenzie (1961:14) in Ezeani (2006) ‘local government exists to provide services and it must be judged by its success in providing services up to a standard measurable by a national inspectorate. It is argued that because of its closeness to an area, local government can provide certain services far more

effectively and efficiently than the central or federal government (Ezeani 2004:40). Local Government particularly in developing countries is seen as a veritable instrument for rural development. Consequently, all over the world, local governments have been assigned some functions under the law they include;

- To assist the central and state governments carry out their functions and policies, especially those areas that require local knowledge and participation for successful execution.
- To make appropriate services and development activities responsive to local wishes and initiatives by devolving or delegating them to local representative bodies.
- To assist the Central or Federal and State Government in resolving conflicts in the rural areas.
- To sensitize and mobilize the various communities in their areas of authority in order to get involved in the overall development of their areas.
- To facilitate the exercise of democratic self-government close to the grassroots of our society and to encourage initiative and leadership potential.
- Local governments act as a medium through which the federal or state government promotes mutual understanding and meaningful communication between people who are resident in the rural areas (Olisa, 1990:93).

Other rationales for the creation of the local government according to the National Guidelines for Local Government Reform (1976:1) include;

- To provide a training ground for democracy. Local government serves to promote democracy at the grassroots. This is the view espoused by the democratic participatory school which argued that local government functions to bring about democracy and to afford opportunities for political participation to the citizen as well as to educate and socialize him politically (Ezeani 2004:37).
- To make appropriate services and development activities responsive to local wishes and initiative by developing or delegating them to local representative bodies and
- To mobilization material resources through the involvement of members of the public in their development.

- Acting as a veritable instrument for development (Ola 1984:14) The local government can do a lot to promote human development index which is very low compared to that of other countries, the roles of local government towards the development process includes;
  - a. Helping to inculcate in people positive citizenship attitudes, such as consideration, self-control, community responsibility and identity.
  - b. Providing basic community services which is both to improve the quality of people lives and enable the community attract economic activities. Such basic community services includes, primary health care, basic primary education, provision of basic infrastructure etc and
  - c. Helping people, especially in the rural areas to organize themselves for the mobilization and effective management of community resources and central government programmes respectively.

According to Afegbua (2010) Local government is conceived as a platform for political education, a forum for breeding politicians; and a training ground for national politicians as a means of gaining access to power, pressure and control as the case maybe. Furthermore, Chukwuemeka (2003:195) posited that the basic reasons that justify the creation of local government system are:

1. Local government is more responsive to the needs of the citizens than large units of government.
2. It is the government at the grass root and near enough to the people, and therefore being able to articulate and tackle the problems of the citizenry.
3. The existence of local government recognizes the superior capacity of the local people to understand and conduct their own local affairs. The people themselves are able to secure a closer adaptation of public services to local needs than they to the central or state governments, looking at the locality from afar.
4. Local governments encourage people to become involved in the lives of their communities.
5. Naturally, people tend to resist imposition from above (outside) but they tend to defend what they themselves have decided upon the way people look at the

command from an outside body than what they have decided to do by themselves.

6. Local Government is a form of decentralization under the centralization of power and foundation in the centre which might be tended to high handedness of government and deposition.
7. Local Government is intended to relieve the central/state government of excessive amount of business from the center and thus, decongest the national and state governments.
8. Local government upholds personal liberty.
9. Local government is an instrument of political education, providing a form of socialization for political space for its participants.
10. Local government helps to pool resources together at the local level for the provision of a wide range of essential social services.

### **3.0.2 The Importance of Local Government:**

Jawahar Lal Nehru emphasized the importance of local government when he said that “local self-government is and must be the basis of any true system of democracy. Democracy at the top may not be a success unless you build on this foundation from below”.

Historically too the local government preceded national government when people started living organized life, they were in small communities. They cooperated with each other in organizing many of their affairs like growing food, looking after the cattle, organizing defence against the enemies and beasts etc. They became the self-governing communities. With the passage of time, the communities became bigger and bigger and some of their functions were taken over by the larger communities, i.e. the national government. Defence, administration of justice, policing are some of such instances. Nevertheless the basic and primary needs of the people continued to be looked after by the local authority. But it does not mean that the emergence of the national government has decreased the importance of the local government. The fact is that the concept of welfare state has enlarged the scope of functions of the government as a whole, both at the national and local levels. If the number of

functions of the national government has increased, so has the number of functions of the local government.

The existence and functioning of local government at grass-root level have many advantages. That advantage “primarily lies in the convenience at least cost, for at this level the range of activities and the jurisdiction of work of officials is not as vast as in a district or a state. As everyone knows everyone else, the chance for fair and open working are greater. Cases of corruption are few, as no body would like to be exposed. ‘Some Community effort and citizen participation in decision-making are higher and since citizens have a stake, solutions for the subjects handled are likely to be relevant and more pragmatic’”.

- 1. Grass-root Democracy:** Local government provides scope for democracy at the grass-root level. If direct democracy can still be practicable, it is only at this level, otherwise democracy at the state or national level has become only indirect or representative type. G.D.H. Cole says that “Democracy is nothing unless it means ....letting the people have their own way not only in the mass by means of an aggregate vote on nationwide scale, but also in their lesser groups and societies of which the great society is made up, and through which it is made articulate in such a way that the less clamorous voices can be heard”.
- 2. Serves as a training school:** Local government is an excellent ground for creating and training future leaders. The participation of people at the local level in the management of their own affairs, gives them necessary experience to handle bigger affairs later at the state or national level. Thus the local government serves as a training school for democracy. The advisory committee of U.S. Commission on Inter-government Relations rightly remarked, “The counties, cities, towns, villages and boroughs serve as training schools for the leaders of government, and in the affairs of local government are tried those who aspire to state and national offices”. Lord Bryce regarded local government as the best school of democracy and the best guarantee of local government as a general. He said, “The institution of local government is educative in perhaps a higher degree at least contingently, than any other part of government. And it must be remembered that there is no

other way of bringing the mass of citizens into intimate contact with persons responsible for decisions”.

Local government serves not only as a training ground for the politicians to function at the state and national levels, but also it provides an outlet for competent and public spirited persons of the locality to render social service to the community. It is from such a group of experienced and tested persons that there emerge leader who can take up responsibilities at state and national levels. Therefore local government ensures a regular flow of talent to higher levels. It is for these reasons that the local self-government is regarded as the best school of democracy and the best guarantee for its successes. Many of the Indian leaders of the national movement like MotiLal Nehru and JawaharLal Nehru, Ferozeshah Mehta and VallabhBhai Patel, Dr. Rajendra Prasad and Subash Chandra Bose, etc. had risen from the service they rendered in the local governments.

3. **Encourages participation of the people in public affairs:** Local government affords opportunity to the people to participate in public affairs. Democracy no doubt means government by the people, but it has become impracticable for the common people to participate in public affairs at the state or national level. The affairs of the modern state are too complex to understand for an ordinary citizen. Moreover the affairs at the national level are too far removed to be of much interest for him. The large size of the modern state is another handicap. On the other hand, local government is too close to the citizen. It affects his everyday life. The affairs of the village, the town or the borough are his own affairs, in which he is naturally interested. Moreover, these are too simple for an ordinary citizen. Sanitation, need of education for the village or town's children, maintenance of streets and roads, street lighting, management of local markets, etc. are subjects which he understands. None else than him can know the problems arising in these matters. None else than him also knows the solutions of these problems. Therefore he is encouraged to participate in the management of these affairs.
4. **More competent to solve local problems:** Modern State is too large in size and the scope of its functions has expanded in recent times. Therefore it hardly has the time to attend to the local problems of the people. It is competent to deal with the

problems which are common to all the people or which are national in nature like defence, foreign affairs, currency, communications and international trade etc. But it is neither competent nor has the knowledge to deal with the local problems of the people. The local problems vary so much that no single agency can manage them. The problems of the villages are different from those of the towns. The problems of desert regions are different from those of mountainous areas. Even the needs and problems of one village or town will be different from those of the other village or town. Therefore it is the local government which is present at the spot which can understand and solve those problems. Local affairs can best be managed locally. Local affairs are bound to be neglected if they are dealt with by the Central Government. Local government is preferable precisely because locally elected institutions employing their own specialist staff are better placed to understand and interpret both the conditions and the needs of local communities.

5. **Local government is economical:** It costs the taxpayer much less if his local affairs are managed by the local government. If these affairs were to be managed by the Central Government that means that the Central Government will have to keep a large bureaucracy. It will be a big administrative state. Its agents or employees serving at the local level will have to be paid at the central rates which are generally very high. It will make it very expensive and increase the burden on the taxpayer. On the other hand, the local government can manage these affairs with the help of locally available specialists or employees who will cost much less. Thus management of local affairs by the local government results in economy. Moreover the local government knows that the money being spent is its own money which has been raised through local sources. Therefore it will try to economize and avoid wastage.

Also, the people of the local community can keep a watch on the work being done by the local government and can hold it accountable for any misuse of funds or financial lapses. The Central Government has no accountability to the local community; therefore the chances of misuse of funds or wastage are greater if these affairs were to be managed by it.

6. **Reduced the burden of the Central Government:** Local government in a way acts supplementary to the Central Government. No doubt historically the local government is prior to the state or national government, but with the passage of time many important functions got transferred to the Central Government. It resulted in the division of functions – affairs of national importance such as defence, foreign affairs, currency, communications etc. began to be performed by the latter, leaving affairs of local interest and importance which required local knowledge, in the hands of the former. It is useful for both. Since the local functions are performed by the local government, the Central Government is freed from that responsibility and burden, consequently it can better concentrate on affairs of national importance. The local government too knows its area of activity in which it can develop its competence.
7. **Serves as a channel of communication:** The local government serves as two-way channel of communication between itself and the Central Government. “Desires and aspirations of the local community are articulated and carried upward to the State Government, and plans and programmes of the State and the Central Governments flow in the reverse direction. In times of national emergency local government acts as the field post of the distant Centre, transmits national decisions to far-flung corners, mobilizes the people for national tasks and keeps the Centre informed about happenings in the locality.”
8. **Vital for national progress:** Local government promotes diversity of experience and creative activity through democratic action. Thus it contributes to national progress through resilience, strength and richness of democracy. Edward Jenks remarks, “In countries where the organs of local government are under the thumb of the central authority, although the efficiency of administration may be great, the political character of the people will be unsatisfactory; it will be apathetic for long periods and then dangerously excited, with the result of instability and corruption in the Central Government. On the other hand, a country of strong local government may be slow to move and blundering in its methods, but it will be a country of steady progress and of political stability and honesty”.

#### **4.0 Conclusion**

In this unit we have been able to establish that local governments the world over is designed to serve as an instrument for rural development. In federal structure like ours, local government is the basic unit of democracy; it is the fountain head of democracy upon which national democracy is established.

#### **5.0 Summary**

Local government is a third tier government in Nigeria as well as the closest tier of government to the people. The guidelines for 1976 Local Government Reform in Nigeria elaborately describes it as government at the local level exercised through representative councils established by law to exercise specific powers over local areas. The Primary Goal of local government is to bring government nearer to the people for the purpose of maximum participation of rural inhabitants, utilization of local resources (men and materials) for rapid and even development of local communities.

#### **6.0 Tutor –Marked Assignment**

- i. What do you understand by the term local government
- ii. Why are local governments created?
- iii. What is the place of local government in our nation's building.

#### **7.0 Further Reading and Materials**

Agagu, A.A. (1997) "Local Government" In Kolawole, D, (Eds) Readings in Political Science, Ibadan: University of Nigeria Press Limited.

Ajayi, K, (2000) Theory and Practice of Local Government, AdoEkiti University of Ado-Ekiti Printing Press.

Chukwuemeka, E.E.O. (2003) Public and Local Government Administration in Nigeria: Issues, Theory and Practice, Enugu HRV Publishers.

Fajobi, O.F. (2010) X-ray of Local Government Administration in Nigeria, Ibadan Crest Hill Ltd.

Golding, L. (1975) Local Government, London, Hodder and Stoughton

Ogunna, A.E.C. (1976) A handbook on Local Government in Nigeria Owerri, Versatile Publishers

Oyediran, O. (1988) Bssays on Local Government and Administration in Nigeria, Lagos, Project Publications Ltd.

## **UNIT TWO: THE RATIONAL FOR LOCAL GOVERNMENT**

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- 7.0 Further Reading Materials

### **1.0 Introduction**

Local government is a product of decentralized administration as well as a grassroots government recognized by law. Consequently, the UNO (1961:1) viewed it as a political sub-division of a nation (or in a federal system, a state) which is constituted by law and has substantial control of local affairs including the power to impose taxes or to exert labour for prescribed purposes. The governing body of such an entity is elected or otherwise selected.

### **2.0 Objectives**

By the end of this unit, the students would be able to do the followings:

1. Justify the Rational for creation of local government
2. Provide at 10 reasons for creation of local government

3. Discuss the reasons for local government

### **3.0 Main Content**

#### **3.0.1 Rational for the Creation of Local Government**

These authors (Olowu 1985; Okoli, 2000; Enemu, 2005) in Ezeani (2006) are all of the view that the Rationale for the creation of the Local Government system includes;

- 1. Political Integration and Nation-Building:** This is to create an opportunity for political participation, articulation of interests and achievement of sense unity. It is envisaged that local government assures better access to information which enhances intra and inter-group relationship as well as the understanding of the environment with a view to improving capacities for survival.
- 2. Training in Citizenship and Political Participation and Articulation:** The local government makes it easier to gain the people's knowledge and initiative. The opportunity to conduct their local affairs for their benefit and upliftment.
- 3. Promotion of Accountable Governance to the Local People:** To promote the exercise of democratic self-government at the grassroots that encourages local initiative and leadership, it also provides a framework for mobilizing and sustaining developmental initiatives. The local government screens the local populace against over-concentration of power at the higher level.
- 4. Promotion of Claim-making on State and Federal Government:** Having been established by status, the local government is a more credible stakeholder in national affairs than individuals and communities. The interests and choices of the local government are integrated into national policies. Such policies are often implemented through the instrumentality of the local government especially those that require local knowledge and participation.
- 5. Promoting Channels of Communication:** The local government serves as a two-way channel of communication between the local population and the higher levels of government. It aggregates local interest and transmits these to higher level of government and also creates awareness of higher government policies and programmes.

Okoli (2009) gave four reasons for the existence of local government. The first is that local government acquires its meaning and rationale only within the territorial confines of a national environment. Secondly, local government exists to fill a gap which the national government is too remote to fill. Under the circumstance the existence of local government becomes necessary to carry out purely local activities. Thirdly, local government exists only to implement the ideas, objectives programmes and aspirations of the national government. Fourthly, the ideology of the national government will, to a large extent, determine the structure and functioning of local government (Okoli, 2009).

### **The Need for Local Government**

The need for local government may be stated specifically as follows:

- a. It is more democratic. This is referring to the fact that it increases the scope for citizenship participation in the government of their locality.
- b. It provides valuable political education. This type of education expose citizens to power and authority – it is acquisition, its use and its risk.
- c. It trains people for higher public offices. Local government becomes a platform or a springboard for acquiring experiences for higher career in government.
- d. Local knowledge is brought to bear on decision by local government.
- e. It is more sensitive to local opinion. Councilors and representatives are closer to the people and respond much easily to their demands or to be voted out.
- f. Local initiative can easily be identified and taken on board especially in mobilizing the community to gain local support for projects.
- g. Power is more widely dispersed which is a safeguard against tyranny. The local government system protects citizens against this.
- h. Local variations and needs in service provision can better be handled by local government since it understands the needs of its own locality.

### **4.0 Conclusion**

From our discussion so far, local government is a political authority which is purposely created by law or constitution for local communities by which they manage their local public affairs within the limits of the law/constitution. These according to

Ogunna (1976) have five implications: first local government is a political authority which means it is a level of government vested with legislature and executive powers to make and execute laws and policies. It is created by law or constitution which defines its structure, functions and powers, sources of revenue and composition of local Government. Third, it is created at the local level hence, it is the government which is nearest to the people. As such, it feels the greatest impact of the needs and problems of the people. Fourth, it is a government by which the local people manage their affairs. Accordingly Goldiny (1975) defines local government as the management of their own affairs by the people of a locality. Fifth, a local government operates within a law or constitution which creates it. The law should define the specific areas and powers within which the local government should operate. From the fore-going, the justification for creation of local government cannot be ever emphasized.

## **5.0 Summary**

Local government in the words of political Bureau (1987) is widely acknowledged as a viable instrument for rural transformation and for the delivery of social sciences to people. It is a developmental intermediary between the grassroots people and national scheme of things. It fosters local democracy as well as designed to serve as an instrument for rural development. Thus, Amujiri (1993) described it as a type of government designed to be nearer to the people so as to ensure greater active participation of the people in the process of government.

## **6.0 Tutor-Marked Assignments**

1. Advance 10 reasons for the creation of local governments in Nigeria
2. What are the rationale behind the establishments of local government.
3. Discuss the need for local government.

## **7.0 Further Reading and Materials**

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### **UNIT THREE: JUSTIFICATION OF LOCAL GOVERNMENT:**

- 1.0 Introduction
- 2.0 Objective
- 3.0 Justification of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignment (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

Local governments in Nigeria is a third tier government that is seen as a development out of extreme necessity. It is an indispensable administrative units for quite a number of reasons. First, it is more democratic and increases scope or citizenship participation in the government of their locality; provides valuable political education; trains people for higher public offices; ensures that local knowledge is brought to bear on decision by local government; help to identify local initiative

easily; is more sensitive to local opinion; ensures that powers is more widely dispersed which is a safeguard against tyranny and handles more appropriately local variations and needs. That is why in this unit we want to provide justifications for creating local governments.

## **2.0 Objectives**

By the end of this unit, the students you should be able to do the followings:

1. Recall the definition of local government
2. Explain reasons for the desirability of local governments
3. Explain the inter-connecting role of local government between the grassroots people and the upper tiers of government
4. Appreciate the development role of local governments at the grassroots level.

## **3.0 Main Content**

### **3.0.1. Justification for Local Governments**

Let us recall some of what you learnt in previous units of this course. In the unit, you learnt of the concepts of local government and decentralization. Decentralization was described as a system of dispersing power and authority from a central government to other units of agencies of government. You learnt that the implication of decentralization of power is that power rather than being concentrated on a single focus of administration, it is shared among other lower levels unit of government. You also learnt that local government is a form of decentralization which can be defined as a political sub-division of a state as approved by law and for specific functions. It is a government at the grassroots level exercised through representative council, established by law to perform specific responsibilities in defined areas. Decentralization and local government have their purpose in promoting administrative efficiency. There are some other globally acknowledged reason why local government has become an attractive administrative system.

#### **i. The need for Decentralization:**

The first justification for local government is the need for decentralization for reasons of largeness of many countries in terms of geographically area and equally large population. For instance, let us take Nigeria as our unit of analysis. Nigeria as a very large country geographically and demographically, it would have been very difficult for government to effectively rule directly from Abuja, the Federal Capital. Therefore, there is the need for decentralization for the purpose of administrative efficiency and effectiveness so to be able satisfy the basic needs of the people. Government realized this fact and consequently divided the country into 774 local governments. State governors have started creating more local governments in the states, though not approved by the federal government and that is why they tagged it development centre.

## **ii Trends in contemporary administrative practice:**

Decentralization of political and administrative power has been the vogue throughout the world which has resulted into the creation of local government, this global trend of which Nigeria has become a part is made possible because of the contemporary governance in the modern system.

New problems are emerging for government attention everyday, the population is growing, new diseases such as AIDS is in the increase, there are inter-ethnic and national wars, problems of hunger and internally displaced people to mention a few have all pre-occupied government and subsequently brought up the need for administrative decentralization.

## **iii Grassroot accelerated development**

Nigerian leaders also realized that local government as the closest government to the people, it will easily know the problems of its people because of their closeness, small population and geographically united area to cope with, that local government will respond quickly to their development aspirations than the other higher levels of government, that is, state and Federal government.

## **iv Bridging communication Gap**

You should recall that said that Abuja is too far away to people at the remote areas of Nigeria. The president and the governors do not know many of these areas. A gap of communication therefore exists between the grassroot people and the two higher levels of government. Therefore, local governments serve to bridge the communication gap that exists between the chairman and councilors. It therefore acts as the link in terms of knowing the problems of the people by government on one hand, and what government is doing about the plight of the people on the other hand.

#### **v Training of future leaders**

Local government is seen as a training school for future national leaders. It is the belief that entering into political leadership right from the local level either as chairman or councilor will confer the necessary leadership training that will enable them to lead at the state regional level and from that level to the federal level. Passing through from local to state would have conferred the necessary leadership qualities and training for a higher task at the federal level. You will recall that many of our relatives or friends are now either chairmen of local governments or councilors of their wards in their respective local governments. These political office holders at the grassroot are indirectly being groomed for higher future political calling. Local government and development (Ajayi, 200;1-7).

#### **4.0 Conclusion**

The acceptance and practice of local government as lower level of government in most state of the world is a reflection of the utility of the administrative system in some ways. Local government is first seen as a means of decentralization of power to lower levels in order to ensure efficiency in social service delivery especially for the rural people.

The rural people most often are not aware of the existence of the higher levels of government, and on the other hand, the higher levels of government are ignorant of the needs and problems of the rural people. The local government therefore acts as the connecting bridge between the higher level governments and the rural people. It

bridges the communication between the two ends. Local governments, in modern times, have transcended beyond a mere administrative centre.

More importantly, they are now regarded as political schools for the training of future political leaders who will eventually take up the mantle of leadership. Local government offers the necessary training and provides the initial knowledge and experience for such tasks.

## **5.0 Summary**

You learnt in this unit that local government has become an ending administrative system as it provides the need for decentralization of power to lower levels in order to provide for administrative efficiency. You also learnt that developments in contemporary states involving increasing complexities of governance arising from new problems emerging everyday for government attention including both man-made and natural disasters, outbreak of diseases such as AIDS and population explosion. These problems are more often than not very difficult for the central authority alone to handle without involving lower levels of government and external assistance. Therefore, it becomes very imperative for higher levels of government to decentralize power. You also learnt that local government is an engine of facilitating accelerated grassroots, rural development. The remoteness of the rural areas is a disadvantage to the rural dwellers that on many occasions are forgotten by the scheme of development by the central authorities. The local government is to correct the developmental negligence of the rural people by the central authorities.

The local government is primarily empowered to engineer development at the rural area. This is made possible because of the smallness of the local government areas.

## **6.0 Tutor-Marked Assignment**

1. Justify the place of local government as an engine of development in the rural areas.

2. Account for the reasons why local government system has become attractive to modern states.

## **7.0 Further Readings and Other Resources**

Adewale, A ed (1990) Issues on the practice of Local Government in Nigeria. Ikeja comfort press

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## **UNIT FOUR: FUNCTIONS AND CHARACTERISTICS OF LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Characteristics of Local Government
  - 3.0.1 Functions of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignment (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

Local government is grassroots government recognized by law. It is defined severally by authors and bodies. Let us look at the definition of local government from the perspective of one author and two bodies or document.

Maddick (1963) defines local government as, A sub-unit of government controlled by a local council which is authorized by the central government to pass ordinances having a local application, levy taxes or exact labour and within limit specified by the central government, vary centrally decided policies in local application.

The United Nations defines local government as a political sub-division of a nation (or in a federal system, a state) which is constituted by law and has substantial control of local affairs including the power to impose taxes or to exert labour for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

1. Discuss comprehensively functions of government
2. Identify the characteristics of local government

## **3.0 Main Content.**

### **3.0.1 Functions of Local Government**

The functions of local government include the followings:

1. **Maintenance of Law and Order:** Local governments maintain law and order through the bylaws which they enact to ensure orderly conduct, avoid breaches of the peace and safeguard lives and property within their jurisdiction. These bylaws are operational within a local government area, and are enforced by security agencies.
2. **Provision of Motor Parks and Markets:** Local governments provide and maintain motor parks and markets for the inhabitants of their localities.
3. **Collection of Rates, Fees and Rents:** Local governments collect rates, fees and rents for the development of their areas. These include tenement rates, fees on

market stalls and motor parks, bicycle and motorcycle, licensing, radio and television fees.

- 4. Construction of Feeder Roads and Drainages:** Local government construct and maintain feeder roads, drainages, culverts, urban streets, etc. (the extent of their involvement in road construction is determined by the central government.)
- 5. Provision of Recreational Facilities:** Local governments provide recreational facilities such as swimming pools, amusement parks, football pitches, open spaces and other recreation grounds where the people can relax or engage in sporting activities.
- 6. Provision of Health Facilities:** The local governments provide and maintain health facilities such as health centers, maternity homes, dispensaries, as well as refuse dumps for waste disposal. They also provide health education, public health inspection services, and maintain public conveniences like cemeteries, toilets, abattoirs etc.
- 7. Registration of Births, Deaths and Marriages:** Local governments register births, deaths and marriage and issue appropriate certificates for these.
- 8. Provision of Educational Facilities:** The local government provides and maintains schools, libraries and adult education facilities. They fund primary schools by paying teachers' salaries and maintaining school buildings.
- 9. Enlightenment Campaign:** The local governments educate the citizens on the policies and programmes of the local, state and federal governments and relay to the central government the needs of their people.
- 10. Establishment of Customary Courts:** The local governments provide customary courts to handle disputes in their areas.
- 11. Naming and Maintenance of Streets:** Local governments maintain and name streets, and number houses on the streets within their areas of jurisdiction.
- 12. Establishment of Agricultural and Commercial Ventures:** Local governments provide agricultural extension services to local farmers. They also maintain small-scale agricultural holdings, to serve as reference centers to the peasant farmers who are used to the traditional method of farming.

**13. Provision of Social Amenities:** Local governments provide social amenities such as water, rural electrification and television viewing centers.

### **3.0.2 Characteristics of Local Government**

An analysis of the above definitions reveals certain essential characteristics of local governments. These are:

- a) **Local Area:** A local government like any other government, has to operate in a geographical area. In the case of a local government that geographical area by its very nature has to be small or local, i.e. a village, a town or a city, in contrast to the whole country or state. But it is difficult to precisely fix the size of the territory or population of a local government. The population may not be more than a few hundred if it is a village. But it may run into several millions if the local government is operating in a modern metropolitan city like Greater London, Delhi, Kolkata, Mumbai or Paris. In fact the populations of these metro cities administered by their local governments are larger than the populations of some sovereign countries like Nauru, Malta, Mauritius, Monaco although the latter are members of the U.N. What is true of population also applies largely to the size of the territory. Nevertheless, there is a limit to the size of both population and territory beyond which it cannot go. Otherwise such local governments become difficult to administer. Where this has happened, efforts are made to decentralize the local government or divide the metro cities into several independent local bodies or to transfer their functions to autonomous boards.
- b) **Statutory Status:** The local government enjoys statutory status, i.e. it is created by a specific law or statute. The Act of the Legislature establishing local government may be general, applicable to the whole state e.g. Local Government Act (1972) in England and Wales; The Local Government (Scotland) Act, 1973; various Panchayat Raj Acts passed by States in India like Gujarat Panchayats Act, 1994; U.P. Mahanagarपालिका अधिनियम, 1959 etc, or it may be a special legislation creating local government in a specific area e.g. Delhi Municipal Corporation Act, 1957; Bombay Municipal Corporation Act, 1988; London Government Act, 1964, etc. The main thing is that the local government is created by a law of the

Legislature from which it derives its status and powers. Its status or powers do not rest on the discretion of sweet will of the Central or State Government although the latter exercises some control over it. In India, after the passage of 73<sup>rd</sup> and 74<sup>th</sup> Amendments of the Constitutions, the local governments have been granted constitutional status. This is an important feature of the local governments because many of their other aspects directly flow from it.

- c) **Autonomous Status:** Autonomy of the local governments is the natural consequence of their statutory status. Since the local governments is the created by an Act of the Legislature or Parliament, that Act lays down their powers, functions and relationship with Central or State government. It also lays down how the local governments are to be constituted, and their term of office etc. The Central or State Government can exercise only that much control over the local governments as is envisaged in the status. That means that local governments are free or autonomous in exercising the powers and performing their functions as are envisaged in the statute. This autonomy cannot be curtailed unless and until the statute is amended by the legislature.
- d) **Local Participation:** It is essential that people or inhabitants of the local area should be associated with the functioning of the local government. Participation of the local people in decision-making and administration of the local authority is important that is what gives it the character of self-government. It is called democracy at the grass-root level. In democratic countries participation of the people is ensured by making the local bodies elected or representative in character. In countries which are not democratic, participation of the people is provided through nomination or indirect election. Sometimes this procedure is adopted even in democratic countries for specific reasons. In America the governing bodies of many special districts are appointed and not elected by the people. In India, New Delhi Municipal Committee and Urban Improvement Trusts have nominated chairmen and members. Cantonment Boards in India too have partly elected and partly nominated members.
- e) **Local Accountability:** Since local government provides services of local nature called civil amenities like sanitation, education, transport etc. to the people of the

area, it is appropriate that it is accountable to the local people. The control of the local people will compel it to serve them better. Accountability is better ensured by making the local bodies elective institutions. If they do not function efficiently, they may be criticized by the people or defeated by them in the next elections. Absence of local accountability will make them indifferent to the needs of the local people.

**f) Local Finance:** Local governments have two main sources of finance

(1) Grants-in-aid given by the Central or State Government, and (2) taxes and levies imposed by the local governments themselves. Local governments are generally not self-sufficient in their financial resources. Therefore they are helped by the grant-in-aids provided by the Central or State Government. But dependence only on grants-in-aid will necessarily entail greater interference by the latter in the working of the local government. Therefore to make the autonomy of the local government real, it must be vested with the powers to raise revenues locally through taxation. That will enable it to spend its money according to the local needs. For this local government is provided with independent sources of revenue like taxes on local properties, fees on local markets, fairs and entertainments, etc. by the statute under which it is created. There are examples of local governments which do not have independent sources to raise their own revenues, as for instance in Saudi Arabia and United Arab Emirates. But no studies have been made to find out as to what extent the lack of independent financial resources has affected their autonomy from the control of the national governments in these countries.

**g) Civic Services for the Local People:** The main objective of the local government is to provide certain civic amenities to the people of its area at their door-step. The provision of these services ensures healthy living of local community. Sanitation, street lighting, sewerage disposal, registration of births and deaths, maintenance of parks, libraries, burial or cremation grounds, water supply, health care, primary education etc, are the functions which make life of the people of the area healthy and comfortable. Hence such functions are assigned to the local government. These are the basic needs of the people. Therefore the local government which performs these functions, is their first concern.

**h) General Purpose:** Local government is a general-purpose authority, in contrast to a single-purpose body. In other words, it is multi-purpose – performing several or variety of functions like health care, primary education, sanitation, water supply, regulation of local fairs and markets, maintenance of parks, libraries, etc, local transport and so and so forth. Recent trends, however, indicate that single-purpose authorities also have been set up at the local level to perform specific functions. For example, urban development boards like Delhi Development Authority, U.S. School Districts, Delhi Jal Board, etc. These are created to handle special situations and do not nullify our stand that the local government is a multi-functional authority.

#### **4.0 Conclusion**

The fourth schedule of the 1989 constitution provided for two sets of functions to the local government councils. The first sets of the functions are those functions which are exclusive to the local governments. These include the collection of rates, radio and television licenses, the establishment, maintenance and regulation of markets, motor parks, slaughter houses and slaughter slabs; construction of roads, streets, drains and other highways; provision and maintenance of parks, gardens and open spaces; licensing of bicycles, trucks wheelbarrow and carts; it is also exclusive function of the local government to register deaths, and marriages; give names to roads and streets and number houses. Local government are also assigned the responsibility for the assessment of privately owned houses or tenements for the purpose of levying rates; provision and maintenance of public conveniences and refuse disposal; control and regulation of outdoor advertising, movement and keeping of pets of all description, shops and kiosk, restaurants and other places for the sale of food to the public. The second set of functions are those which they perform concurrently with the state government. These functions include the provision and maintenance of primary and adult education; the development of agriculture and natural resources; the maintenance of health services and other functions which may be conferred on the local governments from time to time by the state government. The Reform document (Nigeria 1976) defines local government as: government at local

level exercised by representative council, established by law to exercise specific power within defined areas.

From the three definitions above, certain characteristics of local government stand out:

- a. That local government is a subordinate system of government
- b. It has both legal and constitutional powers to perform certain legislative, administrative and quasi judicial functions
- c. Has the power to make policies, prepare budgets and a measure of control over its own staff
- d. Its council could be elected or selected
- e. It has legal personality i.e. can sue and be sued.
- f. It exercises authority over a given territory or population.

## **5.0 Summary**

Local governments is an indispensable instrument of rural development. It mobilizes groups for community development; provide services that are very essential to grassroots people. As government closet to the people, it makes a lot of impact on them.

### **Characteristics of Local Governments are:**

- a. Legal entity which can sue and be sued for wrong doing.
- b. Power to make its own laws, policies plans and budes on what to do, how, why, where, when, for who and at what cost.
- c. Legislative body called a council composed of elected councilors and a chairman to make laws and policies.
- d. Executive body called the Committee composed of appointed or elected officials and the chairman to formulate policies and laws.
- e. Administrative body called the local government service composed of career civil servants to assist in formulating and in implementing laws and policies.
- f. Power to tap human, financial and material resources for public use within the geographical area.

- g. Answerable to a higher level of government (National or state or regional) on certain power and functions it carries out (especially concurrent function). This is to say that a local government is not absolutely autonomous.

## **6.0 Tutor-Marked Assignment**

- i. Why is local government a very important level of government?
- ii. Outline briefly, concurrent functions of local government.
- iii. Discuss the characteristics of local government.

## **7.0 Further Reading Materials**

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## **MODULE TWO**

### **DECENTRALIZATION**

#### **UNIT FIVE: THE NATURE OF LOCAL GOVERNMENT:**

##### **1.0 Introduction**

- 2.0 Objectives
- 3.0 Nature of Local Government
  - 3.0.1 Decentralization
  - 3.0.2 Forms of centralization
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignment (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

Nigeria operates a federal system of government with thirty six states plus the Federal Capital Territory (Abuja) it in addition has 774 local governments charged with functions of delivering services to its geographical jurisdiction. As creatures of the federal government, local governments are constitutionally mandated to perform four key basic functions which are to provide a machinery for the discussion of local needs and for the provision of corresponding services within the competence and capability of the local area; to provide machinery for the execution at the local level of regional or federal government policy; to provide a consensus mechanism for the resolution of conflicts of interest at the local level and to provide a training ground for political participation and articulation. This implies that Nigeria local governments are to render cutting edge services that will foster socio-economic development for the rural people. If properly managed, local governments are viable instrument for rural transformation, development and the delivery of social service, to rural communities in their jurisdiction.

## **2.0 Objectives**

By the end of this unit, the students, should be able to do the followings:

1. Explain the nature of local government
2. Discuss decentralization.
3. Identify various forms of decentralization.

### **3.0 Main Content**

#### **3.0.1 The Nature of Local Government**

Local government in words of Ogunna (1996) is designed to serve as a viable instrument for rapid and even development of local communities. As a community – based commissioners, members of public boards and commissions and so on. It is used in Nigeria as a bases for the sharing of the federation Accounts. Being a yard stick for sharing our national cake, it ensures that development is not concentrated in a few areas.

#### **3.0.2 Decentralization**

Local government is a product of decentralized administrations. The term decentralization is variously used to describe variants, sometimes confusing it not conflicting of administrative and geo-political arrangements in a country. According to UN (1968:88-89) decentralization is the transfer of authority on a geographic basis whether by deconcentration (i.e. delegation of authority to field units of the same departments as local government or by devolution of authority to local government units or special statutory bodies. The above definition implies that there are different forms of decentralization.

According to Rondinehi (1981:137).

Decentralization is defined here as the transfer or delegation of legal and political authority to plan, make decisions and manage public functions from the central government and its agencies to field organizations of those agencies, subordinate units of government, semi-autonomous public corporations, areawide, regional development authorities, autonomous local Authority it creates a great sense of “we-feeling” among the people of the area. The sense of “we-feeling” fosters commitment to common cause that makes the mobilization of the people possible. It therefore seeks to exploit, tap, mobilize and harness the available human and material resources of local communities and local leadership potentials and patriotism for rapid community development. Local government areas serve as centres of socio-economic development. As a local initiative response to local needs and conditions are maximized, and healthy competition among various local governments are promoted, socio-economic development is highly accelerated. Thus local government is designed to lay a solid

political and economic foundation for grassroots socio-economic and political development. Accordingly, Ex President Babangida put it aptly thus:

Growth points must emerge from local government areas and provided the much needed push to activate and energize productive activities in rural Nigeria and to reverse the phenomenon of rural-urban drift.

Consequently, local government ensures even development as their areas serve as units for sharing local government amenities and offices, e.g. sitting of industries, schools, medical establishment, appointments of ministers governments or non governmental organizations simply put, it refers to any transfer of administrative and/or political power or functions from the central government and its agencies to sub-national structures or local organizations. The amount of power or functions that the central government transfers to sub-national structures or local government depends on the form of decentralization.

### **3.0.3 Forms of Decentralization**

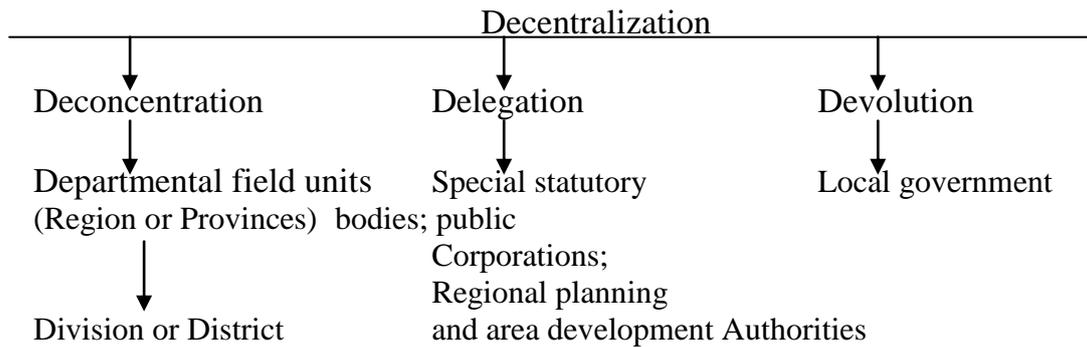
There are many forms of decentralization. However, one of the distinctions that has often be made is between functional and area decentralization. The former entails the transfer of authority to perform specific functions or activities to specialized organizations that have branches nation-wide. An example of functional decentralization is the establishment of field offices within federal ministries dealing with health care, highway construction or agriculture. The later, area decentralization has as its primary objective the transfer of public functions to organizations within well-defined sub-national spatial or political boundaries such as a province, district municipality, river basin or geographical region (Rondinelli, 1981:137)

Furthermore, distinction has also been made among three levels of decentralization – deconcentration, devolution and delegation.

#### **i. Deconcentration**

This is an administrative measure involving the transfer of administrative responsibilities and decision making discretion from the central government or headquarters to the field and/or local administration.

### **Fig 1: Forms of Decentralization**



This form of decentralization grants some measure of freedom to the field staff to plan, make routine decisions and adjust the implementation of central directives to local conditions although within guidelines set by the headquarters (Rondinelli, 1981:137). Deconcentration is the least extensive form of decentralization.

Typical example of deconcentration in Nigeria at the federal and state levels include the field divisions of the federal and state ministries of education, works, agriculture, etc, and the Task Forces on road rehabilitation and maintenance.

## ii. Delegation

Delegation is a more extensive form of decentralization than deconcentration.

It implies the transfer of decision-making and management authority for specific functions to semi-independent agencies such as public area enterprises, regional planning and area development authorities, multi-purpose and single-purpose functional authorities, and special project implementation units (Luke, 1986:76).

It is important to mention that often the organization to which the functions are delegated may not be located within the regular government structure. The delegation of functions to public corporations and special authorities has been used extensively by many governments in developing countries and by international lending institutions to execute development schemes (see Boodhoo, 1976:221-236). Also in Nigeria, such Federal agencies and programmes as Directorate of Food, Road and Rural Infrastructure (DFRRI), Operation Feed the Nation (OFN); Expanded Programme on Immunization (EPI), the River Basin Development Authorities et cetera, are good example of delegation of authorities.

## iii. Devolution

Devolution is the most extreme form of decentralization. It involves the derogation of powers and responsibilities over specific functions by the central government to local government and/or special statutory bodies that at least in theory, operate outside the control of the central or federal government. Since public administration theorists have drawn a distinction between devolution and decentralization. Sherwood (1969:60-87) and others for example, used “decentralization to describe an intra-organizational pattern of power relationships’. In contrast, devolution, according to Sherwood (1969:60-87), means “the transfer of power to geographic units of local government that lie outside the command structure of the central government”. Thus, “devolution represents the concept of separateness, of diversity of structures within the political system as a whole” (Sherwood, 1969:60-87).

Based on the above distinction, devolution has certain characteristics (Rondinelli, 1981:138). First, it demands that local government be granted autonomy and independence and be clearly recognized as a tier of government over which the central governments has little or no direct control. Second, the local units must have clear and legally recognized geographical boundaries. Third, local governments must be granted corporate status including the power to raise sufficient revenue to perform assigned functions. Fourth, devolution involves the need to “develop local governments as institutions”. Finally, devolution entails reciprocal, mutually benefiting and coordinate relationships between central and local governments. According to Up hoff and Esman (1974:xii) “local institutions which are separated and isolated from other levels are likely to be important developmentally”.

Despite the above distinctions, devolution is regarded in this book as a form of decentralization. It represents an attempt by the federal or central government to transfer powers and responsibilities to lower units of government which are granted substantial but not complete autonomy. Also although the above characteristics of devolution may be valid from a Western theoretical or legal perspective, actual requirements are less stringent in developing countries. As Rondinelli (1981:139) rightly points out:

Devolution is usually seen as a form of decentralization in which local government units are given responsibility for some functions but in which the central government often retains some supervisory powers and may play a large financial role.

It is important to mention that each form of decentralization has different implications for institutional structure or arrangement, the degree of power and authority to be transferred, the degree of local citizen participation and advantages and disadvantages for various groups in the political system (see Luke, 1987:79).

#### **4.0 Conclusion**

Local government is a product of decentralization. The decentralization of the powers of central governmental authorities could take the form of deconcentration or devolution. Deconcentration has been defined to mean “the sharing of power between members of the same ruling group having authority respectively in different areas of the state, political structures which essentially represent the interests of the central rulers and depend upon their support, functioning in areas away from the capital city, and units of local administration in which formal decision-making is exercised by centrally appointed officials. Associated with the notion of deconcentration of powers are terms such as field administration, prefectural administration and delegation of powers. The concept of devolution on the other hand, involves a more effective deconcentration of governmental powers. Effective deconcentration involves the devolution of powers and functions from the central government or other lower levels of government as different form, the idea of delegation of power by the central government to officials and departments of regional and local field administration.

#### **5.0 Summary**

In this unit, we discussed decentralization. This is important since local government is a product of decentralized administration. We noted that decentralization refers to any transfer of administrative and/or political power or functions from the central or federal government and its agencies to sub-national

structures or local. We identified the various forms of decentralization – deconcentration, delegation and devolution.

Deconcentration is the transfer of administrative responsibilities and decision making discretion from the central government or headquarters to the field and/or local administration. Delegation which is more extensive form of decentralization than deconcentration involves the transfer of decision-making and management authority for specific functions by the central or federal government to semi-independent agencies such as special statutory bodies, public corporations, regional planning and area development authorities etc. Devolution, the most extreme form of decentralization, involves the transfer of powers and responsibilities over specific functions by the central or federal government to local government and/or special statutory bodies that enjoy substantial autonomy.

## **6.0 Tutor- Marked Assignment**

- i. Discuss the concept of Decentralization
- ii. Differentiate devolution from deconcentration
- iii. What do you understand by Delegation as a type of decentralization process?

## **7.0 Further Reading Materials**

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## **UNIT SIX: MEASUREMENT OF DECENTRALIZATION**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Criteria for the Measurement of Decentralization and Conditions for Effective Decentralization
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

Some form of local government exists in each country the world-over. Even though they may differ in such distinguishing features as: constitutional status, historical experience, structure and organization, as well as in the scope of their statutory, delegated or devolved responsibilities and functions among others, local governments are consensually regarded as governmental/administrative units closet to the people, or in more general parlance, the grassroots. Invariably, therefore, they act as veritable agents of local service delivery, mobilisers of community based human and material resources and organizers of local initiative in responding to a wide variety of local needs and aspirations. Importantly, also, local governments provide the basic structure and conditions for grassroots participation in the democratic process. The foregoing tends to lend credence to the contention of the universality of local government as a product and medium of decentralization. In this unit we shall examine criteria for the measurement of decentralization as well as conditions for effective decentralization.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i Provide some yardsticks for measuring decentralization
- ii State degrees of decentralization between two areas in relation to the powers delegated to them by the centre.
- iii Discuss conditions that will make decentralization policies successful.

## **3.0 Main Content**

### **3.1 Criteria for the Measurement of Decentralization**

Some criteria have been developed for the measurement of decentralization (Smith, 1979:214-222). Their weaknesses, notwithstanding they provide some yardsticks for measuring and/or comparing levels or degrees of decentralization between two areas in relation to the powers delegated to them by the centre. Some of these criteria are discussed in detail below.

#### **i. Tasks of decentralized institutions**

This criterion relates to governmental functions or tasks assigned or performed by the different levels of government in a decentralized system. The assumption is that the more the responsibilities that are handled by the local less decentralization than reporting. Inspection, a third method, falls somewhere between the two.

#### **ii. Delegation**

The amount of delegation to local political authorities is also another important criterion for measuring decentralization. the amount of delegation is measured by reference to three factors. The first is the extent of jurisdiction granted by the center. According to Smith (1979:218) “local authorities with a “general competence” will be taken as more decentralized than one subject to the rule of *ultra vires*”. The second factor is the form of central direction. Is it by control or by influence. The more the number of local decisions which are centrally influenced (subject to resistance) rather than controlled (backed by sanction), the greater the decentralization (Smith, 1979:218). The third, and last factor is whether central control is in form of initiation or veto.

### **iii. Creating Area Government**

The critical issue here is determining the source of the area government's authority. Is it the legislature or the executive? A political system where local authorities have statutory powers and duties assigned to them by the legislature or the constitution is more decentralized than one where statutory powers and duties are delegated by the executive.

### **iv. Expenditure**

This criterion measures decentralization by ascertaining the level of local expenditure as a proportion of total public spending. The higher the proportion of total public expenditure incurred by the local government the greater the decentralization. This criterion has been used by researchers in the United States of America to show how the level of state participation has increased in virtually all areas of local public policy (Gurmm and Murphy, Quoted in Smith 1979:128-129).

### **v. Financial Dependence**

Decentralization is also measured by determining the rate of local government revenue in relation to the total government revenue. The assumption here is that the higher the financial dependence of the local government on the federal government, the less the decentralization. Financial dependence, therefore, reduces local government autonomy by increasing central or federal control. On the contrary, "when parts of an organization have their own sources of revenue, their own credit and expend their resources as they see fit, the organization is called decentlized" (Kaufman, 1963: 13).

However, there should be less emphasis on the direct relationship between the proportion of local revenue emanating from the federal grants and level of decentralization. Financial dependence on the federal government does not necessarily lead to federal control or loss of local government autonomy. What is important is whether the federal grant has certain conditionalities or strings attached to it. For example, "grants may be specified for certain purposes and so restrict the freedom of the spending body to distribute the resources according to its own sense of priorities" (Smith, 1979:221). In addition, a grant may be accompanied by a ceiling for all local expenditure which if exceeded attracts certain penalty.

## **vi. Personnel**

The extent to which the federal or centre controls the selection and deployment of local personnel is another measure of decentralization. The assumption here is that the government, the more decentralized the system will be. Stephens (1974) has devised a “services index” to measure the state/local distribution of services such as police, education airports, penal institutions, and highways within the states in the United States of America. The index is based on the central (state) and local governments. Stephens (1974) classified a service as “central” if the state spends 60-100%, as “Local” if the state spends 0-39% and as “joint” if the state accounts for 40-50%. The services index might be adaptable to other countries.

## **vii. Taxation**

According to this criterion, local government and systems of decentralization can be compared on the basis of their powers or raising revenue from their own sources rather than central subventions (Smith, 1974:216). There are two aspects of local taxation that need to be investigated for the purpose of measuring taxation. The first is the proportion of total state revenue which is generated locally. “This has been used to assess decentralization within the American states where it has been claimed that, as measured by the distribution of state-local revenues, the balance of power has altered “dramatically” in favour of the states” (Smith, 1974:216).

The second aspect of local taxation which requires investigation is the extent to which it is allowed to expand faster than the rate of inflation. In other words, a decentralized system of government exists where there is no restriction on local tax rates, and where the tax base can expand faster than the rate of inflation. This view is also shared by Davey (1971:46).

## **viii. Field Administration**

This criterion measures the level of decentralization within field hierarchies. Field administration as we noted earlier involves the transfer of power and responsibilities from the headquarter of an organization to a field office. “The exercise of authority is based on appointment or bureaucratic recruitment. The authority so delegated is managerial or administrative” (Smith, 1974:217).

The field administration system is designed to reduce the forces of localism and ensure uniformity in service provision throughout a state. Smith (1974:217) has identified the following variables as they relate to field administration's contribution to the level of decentralization:

- ✚ The more the *levels* in the field organization's hierarchy, the greater the decentralization involved irrespective of the differences in the powers of the different levels in the field.
- ✚ The *responsibilities* assigned to field personnel also determines or impacts on the level of decentralization. Usually, field officers have different tasks (approval of schemes, inspectoral functions, et cetera) with different degrees of autonomy.
- ✚ The type of inter-department co-ordination used will affect decentralization. A prefectoral system is more likely to reduce decentralization since it adds to the degree of central control over both the field agents of functional departments and any devolved institution.
- ✚ The rate at which field offices have to refer matters to central headquarters for decision is also an indication of how far a field service is centralized or decentralized. The higher the frequency, the less decentralized the field service.
- ✚ The level of decentralization to field officers is affected by the methods of control. *Advance review* involves.

### **Conditions for Effective Decentralization**

The success of decentralization policies depends on the existence of, or the ability to create the following conditions (Rondinelli, 1981:142).

#### **i. Favourable Political and Administrative Conditions:**

These include strong political commitment and support from national leaders, government officials and line agencies to decentralization; strong administrative and technical capacity both within central government ministries and agencies and their field agencies and lower levels of government; and effective channels of political participation and representation for rural dwellers that reinforce and support decentralization.

#### **ii. Existence of Favorable Organization Factors**

These include the allocation of planning and administrative responsibilities among levels of government based on decision-making capabilities, existing or potential resources and performance capabilities of each level; clear and unambiguous decentralization laws, regulations and directives that outline the relationship among different levels of government and administration; clear division of functions among organizational units as well as the roles and duties of officials; existence of effective communication linkages among local units of administration or government and between them and higher levels necessary for reciprocal interaction, exchange of information and ideas, cooperative activity and conflict resolution.

### **iii. Favourable Behavioural and Psychological Conditions**

These consist of favourable attitudinal and behavioural disposition towards decentralization by both central and local officials as manifest in their willingness to share authority with rural people and accept their participation in planning change of implementation of development activities; a positive change of attitude towards decentralization by local elites and traditional leaders; and existence of trust and respect between citizens and government officials and mutual recognition that each is capable of participating in the planning and implementation of development activities.

### **iv. Resource Conditions**

These include the provision of adequate funds for lower level of government or administration necessary for effective performance; granting of adequate authority to lower level administration or government to raise or obtain adequate financial resources to perform assigned functions; and existence of adequate physical infrastructure, and transportation and communication linkages, within local administrative or governmental units necessary for easy mobilization of resources and delivery of public services.

It is important to mention that there does not exist a universally prescribed precise combination of conditions necessary for making decentralization feasible. The conditions vary from one country to another and must be assessed based on the peculiarities of each country at the time decentralization policies were formulated.

#### **4.0 Conclusion**

Local government is by conception and design a unit or level, a geo-political and administrative unit of some large or groups of larger governmental authority or body. Local government has meaning mainly in the framework of devolution or what Allen (1990) call participatory decentralization. This form of decentralization allows for power sharing between the component units of a political superstructure in a horizontal rather than hierarchical pattern. Devolutionary sharing of powers according to Mawhood (1983) is the distinct form of sharing power by a central ruling group with other groups each having authority within a specific area of the state. The author further explains that "...at the level of norms" it devolution indicates the existence of formal political structures, even covering a defined area, represent local interests as well as the interest of the central rulers, the local share of allocating powers is protected by formal as well as by normative rules. It is quite clear from the foregoing that local government is a product of decentralization.

#### **5.0 Summary**

In this unit we were able to identify the following criteria for measurement of decentralization – the task of decentralized institution, taxation, the level of decentralization within field hierarchies, the amount of delegation to local political authorities, the level of expenditure as a proportion of public spending the rate of local government revenue as a total of government revenue etc. We equally identified the following conditions for effective decentralization, namely favourable political and administrative conditions, existence of favourable organizational factors, provision of adequate funds to lower level of government etc.

#### **6.0 Tutor Marked Assignment**

- 1 What are the criteria for effective decentralization?
- 2 Explain conditions necessary for successful decentralization.

#### **7.0 Further Reading Materials**

- Davey, K.J. (1971) “Local Autonomy and Independent Revenues” Public Administration, Vol. 49
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- Prud, H.R. (1995) “The dangers of decentralization” world Bank Research Observer 10 (2)

## **UNIT SEVEN: MERITS AND DEMERITS OF DECENTRALIZATION**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Advantages and Disadvantages of Decentralization
  - 3.0.1 Problems of Decentralization
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

Many countries in sub-Saharan Africa at independence inherited their systems of local governments from their erstwhile colonial masters. Thus, for instance, countries under former British colonial rule (Anglophone Africa) adopted the English model while those countries under French rule (Francophone countries) adopted the French model. However local governments in countries have witnessed a number of

changes, or in many cases, large scale reforms that today, the system of local governments operating in the erstwhile colonies differ in several fundamental respects from systems or models on which they were originally based. They have equally witnessed different types of decentralization process. In unit, we are going to look at the advantages and disadvantages of decentralization as well as the problems inherent in decentralization.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the following.

- i. Explain the advantages of decentralization
- ii. Discuss the disadvantages of decentralization
- iii. Identify the problems inherent in decentralization.

## **3.0 Main Content**

### **3.0.1 Arguments in Favour of Decentralization**

There are a number of advantages associated with the transfer of greater powers and responsibilities from the central government to lower units of administration or organizations for development planning and management in developing countries.

Firstly, decentralization has become a strategy of overcoming some of the deficiencies of centralized national planning. The transfer of greater responsibilities to field staff, local government and/or local administration and other grassroots organizations, allows them freedom to tailor development plans and programmes to the needs of heterogeneous regions and groups within the country.

Secondly, decentralization of responsibilities to government officials at the local levels provides then the opportunities to have closer contact with the local population, enhances their knowledge of and sensitivity to local problems and needs.

Decentralization also promotes equity in the allocation of government resources and investment by allowing greater representation for various groups-political, religious, ethnic-in development decision-making. A good example is Sudan,

where decentralization was used to satisfy dissident political and religious groups demand for administrative autonomy (see Musa, 1973: 1-6).

Another advantage of decentralization is that it could lead to capacity building among officials of local government and other local institutions, and thus enhance their capacities to assume functions that are not usually performed well by the central ministries. Such functions include the maintenance of roads and infrastructure and investment in areas remote from the national capital (Rondinelli, 1981:135).

Decentralization enhances the efficiency of central or federal government. This is because, it relieves top management officials of routine tasks that could be more effectively performed by field staff or local officials. The top management staff would, therefore, have more time to plan more carefully and supervise more effectively the implementation of development policies and projects (Rondinelli, 1981:135-136).

Decentralization is equally capable of enhancing political stability and national unity by providing opportunities for diverse groups in different parts of the country to participate more directly in development decision-making, thereby increasing their “stake” and commitment to the unity of the country.

Again by transferring greater responsibilities to field staff, local officials and organizations, decentralization would facilitate greater “penetration” of national government policies and programmes to remote and/or rural areas whose inhabitants are sometimes insensitive and ignorant of national government plans, and where support for these plans are weak.

Another merit of decentralization is that by granting some measure of autonomy and independence to local unit officials, it can promote flexibility, innovation and creative administration. This is because the local officials would now have the opportunity or freedom to experiment with new programmes and projects which if successful can be replicated in other areas of the country (see Lele, 1975, Chapter VIII and IX).

Furthermore, decentralization is capable of providing “a structure through which activities of various central government ministries and agencies involved in development could be co-ordinated more effectively with each other and with those of

local leaders and non-governmental organizations within various regions” (Rondinelli, 1981: L 136).

Institutionalization of citizens participation in development planning and management can be realized through a decentralized administrative structure, which can facilitate the exchange of information about local needs and channel political demands from the local community to national ministries (see Rondinelli, 1981:136, Cohen and Uphoff 1980: 233-235).

Decentralization also would lead to greater mobilization of local resources for development. This is because

“citizens within self-governing sub-national governments are likely to be more willing to contribute financially in support of development activities that are identified and implemented at the local level than they would contribute to central government” (Adamolekun, 2002:50).

Finally, decentralization, according to the public choice school, promotes competitions and choice. By promoting competition among decentralized government units, decentralization will lead both to improvement in the quality of goods and services they provide and reduction of costs.

### **Arguments against Decentralization**

In spite of the advantages of decentralization discussed above, the following arguments which Prod’ home, (1995) summarized as the “dangers of decentralization,” have often been put forward. Firstly, pertaining to the argument of the public choice school, critics contend that competition among decentralized government units does not always result to reduction in the cost of providing goods and services. In addition, they argue that “the idea that citizens have a choice between jurisdictions is only practicable in certain socio-cultural and political contexts (for example, the United States)” (Adamolekun, 2002:51).

On the issue of resource mobilization, allocation and utilization, critics of decentralization argue that the central or federal government in developing countries is better equipped to mobilize national resources and deliver results than the local levels due to the high caliber of manpower in its employ. It is also in a better position to tackle inter-jurisdictional inequalities.

Finally, critics of decentralization argue “that weak states cannot afford to decentralize, especially in the sense of devolution, because of the danger of further weakening the state” (Adamolekun, 2002:51). This argument is weak because autonomy for distinct communities or ethnic groups could actually contribute to the stability of the nation state. A good example is Switzerland which has remained stable despite its autonomous ethnic/linguistic cantons.

### **3.0.2 Problems in the Practical Implementation of Decentralization**

The implementation of decentralization policies in the developing countries has recorded limited success. Commenting about the implementation policies in Tanzania Picard (1980:239-257) notes that while “decentralization has brought about a modicum of deconcentration of power to the regions and districts, the administrative structure has not been able to establish the mechanisms that will ensure increased participation at the district and sub-district level”. The following factors constrain the effective implementation of decentralization policies.

The first is low commitment on the part of the dominant political leaders. This was the situation in Tanzania, Sudan and Kenya. In Tanzania, for instance, Nyerere initially received little cooperation from local leaders.

The second and very important constraint to decentralization has been the continuing resistance of central government bureaucrats in both the national ministries and local administrative units. Writing on the situation in East Africa, Rondinelli (1981:140) notes:

The resistance is attributable not only to the unwillingness of central ministries to transfer those functions that provided their base of financial resources and political influence, but also to the deep distrust that technicians and professionals within central ministries have of local administrators and tribal, religious and community leaders.

In the case of Sudan, for instance, president Nimeiry had to reorganize in some cases abolish many central ministries to overcome bureaucratic opposition to decentralization decrees (Rondinelli, 1981:140).

The third is resistance from traditional elites and some local leaders who felt that decentralization will break up or weaken their traditional bases of political influence.

The fourth is the centralist attitude of many government officials – both at the national level and in local communities – which make them oppose participation of rural people in development activities.

The fifth constraint to effective decentralization in developing countries is the weak administrative capacity, especially, at lower levels of government. In most developing countries, there is a dearth of high caliber technical and managerial skills, especially, at the lower levels of government needed to carry out development activities.

Sixth, decentralization policies in developing countries have been undermined by the failure of the central or federal government to provide the lower levels of government with adequate financial resources or adequate legal powers to collect and allocate revenues within local jurisdiction. This has been a major problem facing local governments in Nigeria.

The lack of adequate physical and communication infrastructure in rural areas also undermines decentralization in developing countries. It makes coordination among decentralized administrative units almost impossible and constrains effective interaction among them the with central government ministries.

#### **4.0 Conclusion**

The term decentralization is variously used to describe variants, sometimes confusing if not conflicting of administrative and geo-political arrangements in a country. Though not without its shortcomings, proponents of decentralization argue that its advantages far outweigh the disadvantages. Among the many advantages which are often cited include the belief that decentralization ensures that government is more efficient, more sensitive, more varied, more innovative and more democratic. Furthermore, decentralization can provide greater opportunity for economic and social development, better assurance of personal liberty, and it can also enhance security and

national unity. We highlighted the disadvantages of as well as the problem inherent in decentralization.

## **5.0 Summary**

In this unite we identify the following advantages of decentralization: it allows local institutions the freedom to tailor development plans and programmes to the needs of heterogeneous regions and groups within the country; it promote equity in the allocation of government resources to various groups; decentralization could lead to capacity building among officials of local government; it is capable of enhancing political stability and national unity by providing opportunities for diverse groups to participate in development decision making; et cetera.

The arguments against decentralization discussed in the chapter include: the federal or central government is in a better position to ensure that economies of scale are realized; it could further weaken a weak state; et cetera.

The chapter also examined the main problems in the practical implementation of decentralization in developing countries viz: low commitment on the part of the dominant political leaders; resistance from traditional elites and some local leaders who felt their traditional bases of political influence threatened; weak administrative capacity; inadequate finance experienced by lower levels of government, et cetera.

Finally, the following conditions for effective decentralization are identified, favourable political and administrative conditions; existence of favourable organizational factors; provision of adequate funds to lower level of government, et cetera.

## **6.0 Tutor Marked Assignment**

- i. What are the advantages of decentralization
- ii Discuss any four disadvantages of decentralization
- iii Explain the problems of decentralization.

## **7.0 Further Reading Materials**

- Gbayega A. (1990) 'Local Government and its Role in National Development' in Background Papers for Training Programme on Economic Management, Ibadan: NCEMA
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### **MODULE THREE**

#### **UNIT EIGHT: PROBLEMS OF LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Problems of Local Government
  - 3.0.1 Solutions to the Problems of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

Local government in Nigeria has undergone very numerous and constant reforms aimed at evolving a viable system that could serve the purpose for which local government is created. This is because successive administration have not failed to cite local governments as a rallying point of National mobilization and veritable instrument of rural transformation. Despite these efforts, the uncontested reality on ground is that the Nigeria local government has failed to be a mobilize of the masses and a viable instrument of rural transformation. The reasons for these are given below.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the following:

- 1 Discuss comprehensively the problems of Nigeria local government system
- 2 Proffer solutions to these problems.

## **3.0 Main Content**

### **3.0.1 Problems of Local Government**

In spite of the various systems of local government that have been experimented upon via numerous and constant reforms and despite the fact that successive governments in Nigeria have not failed to cite the local government as a rallying point of National mobilization and veritable instrument of rural transformation, the uncontested reality on the ground today is that the Nigeria local government has failed to be a mobilizer of these masses and a viable instrument of rural transformation. The reasons for these are as follows:

#### **1 Structure:**

Nigeria operates a single-tier multipurpose Local Government system. The two major characteristics of the existing local government are largeness and uniformity of local government areas throughout the federation. The government's emphasis on the largeness and uniformity of local government areas led to its failure to take into full account, the traditional political and social structure of the people. Hence Egonwan (1984:8) rightly observed that in an attempt to satisfy the principles of largeness and uniformity, "communities with different modes of life, habits and surroundings were artificially merged". Furthermore, it led to the creation of local government areas in which the distance (both physical and social) between local government and the communities is enormous. Local government is neither "Local" in outlook nor "government" in operation. The size is too large to ensure massive mobilization, exploitation and utilization of local resources; mass participation, and citizens' identification with, commitment to, and selfless sacrifice for, their local government.

#### **2 Finance**

The local government in Nigeria have three main sources of revenue namely internal revenue government grants and loans. Internal revenue is made up of property rates market and motor park fees, Liquor license fees, bicycle, canoes and wheelbarrow license fees etc. The second source is the constitutional mandatory statutory 25% allocation from the federation accounts and statutory share of 25% of the state's total internal revenue fund. Research has shown that local governments have proved incapable of generating adequate revenue to meet their numerous functions. In summary local governments have numerous sources of revenue assigned to them but in practice they do not realize adequate revenue from these sources.

### **3 Staffing**

The function assigned to the local government as a third tier of government are diverse, numerous and complex requiring adequate well qualified and experienced technicians, professionals, administrators and artisans. The efficiency and effectiveness of the local government in the provision of the service to the people is a function of adequacy and professional competence of its personnel. Local government lack competent, adequate, honest and patriotic staff to carry out local government functions.

### **4 Functions**

The functions assigned to local government in Nigeria are admittedly enormous in scope and diverse in outlook. In fact, it is beyond the capacity of the local government hence they are unable to perform all the functions due to inadequate funds, low executive capacity; inappropriate structural and organizational pattern, which tends to inhibit rather than promote full participation of the people in local government

### **5 Institutionalized Corrupt Practice**

There is a high incidence of corruption, fraud and embezzlement in local government especially in revenue section. Some revenue officials collect revenue for which they issue fake receipts to the payers and the fund so collect not paid to the councils. Others collect revenue without issuing sums of revenue are lost by local governments to one corruption collectors, licensing officials, collectors of fees and fairs, market masters, and valuation officers who sometimes collect with proper

owners so that their tenements are under-assessed or they completely escape valuation and rating.

## **6 The Nature of Local Government Services**

Some of the functions of the local government are very costly social services which do not yield and significant revenue. These include primary education, health services, provision of homes for destitute, construction and maintenance of roads and bridges, to mention a few.

## **7 Difficult Internal Revenue Sources**

The internal revenue sources of local government are generally poor, inelastic and very difficult to collect. Sometimes the expenditure revenue from a particular revenue sources would for exceed the expected proceeds from that revenue sources. Thus Ogunna (1988:19) rightly observed that “the state governments have thus acquired the more lucrative, elastic and collectable revenue sources, leaving local government with taxation with low ceiling, revenue which are administratively and politically difficult to exploit in an environment where the vast majority of the people are poor, self employed and dispersed in rural areas.

## **8 Excessive Bureaucratic Controls**

It is discovered that the state ministry of local government delays the issue of receipts, birth certificates and other revenue documents which are necessary for revenue collection. Revenue collection is always halted whenever these relevant documents are not available. Furthermore, the Annual Estimates of local government are unnecessarily delayed by the ministry of local government many months after the commencements of the financial year they are meant or it usually distorch the local government plan of operation on delay the commencement of the collection of nearly introduced on increased revenue proposal.

## **9 High-Jack of Local Government Fund**

It is equally discovered by a research carried out by the writer, that state government “high-jack” federal government allocations which pass through them thereby starving them of funds.

As if that is not bad enough, most state government do not pay to local government their entitled 25% of the total state government internal revenue.

## **10 Inability to obtain Loan**

Local governments are unable to obtain loans from financial institutions despite the fact that it is their third legal source of revenue. They are unable to obtain loans because they lack collateral security Equally; they are not able to sell bonds for the improvements in the developed nations of the world.

## **11 The local Nature of the Government**

Local authorities experience serious problems recruiting trained and qualified staff. This is because people prefer to work in the big towns and other areas where conditions of services are better and salaries larger.

## **12 Political Interference**

Due to unhealthy politicization of issue, Nepotism, tribalism, sectionalism and favouritism are practiced in local government particularly in appointments promotions and the award of scholarships.

## **13 Modernity VsTraditionality**

There is always a serious conflict between traditional Rulers who are conservative in their approach to political problems and modern issues and the educated elites in the community.

## **14 Non-participation of Citizen**

The rural people do not come out in masse to participate in developmental programmes. This may be as a result of ignorance on the part of the rural people or neglect of the rural people by the government.

## **15 Non-involvement of the Rural People**

The rural people tend to be sensitive to issues like this. They feel neglected and so, perceive any development project or programme as serving the interest of the politicians, this is because they are aware that it is by full involvement of the rural people that they can develop a sense of social responsibility.

## **16 Neglect on the part on the Government**

The government and its agencies do not advice, arouse and stimulate the rural people to determine their felt needs. Obi (2009:575) says that the nature of community development project necessitates that it stems from the people's felt needs.

## **17 Unhealthy Rivalry**

Unhealthy rivalries between politicians or between groups in the rural areas have been noticed to be a major militating factor. These issues tend to sabotage the efforts of government and its agencies as most meaningful development projects or programmes cannot achieve its full potentialities in an unfriendly climate.

### **18 Lack of Planning**

Ogunna (1996) rightly posits that planning is a crucial factor for rapid community development. In support of this assertion it is deciding in advance what to do it, how to do it, when to do it, who to do it and where to do it. Sustainable Rural development planning entails as intergrative activity which seeks to provide a framework of activities through which there is massive commitment of the resources of the rural people in order to satisfy their felt needs.

### **19 Bad Leadership**

Emovon (1988:148) identifies bad leadership as the greatest obstacle to rural development. The planning and execution of development projects requires control, co-ordination, direction and supervision in order to attain the desired goal(s). a good leader should be able to inspire the people. He should organize and co-ordinate the rural people for self help project, he should have high sense of accountability, honest and probity. He must be able to carry his subjects along, must be selfless and must be passionate about his subjects, Contrary to these most of the leaders found in the rural areas lack these qualities.

### **20 Illiteracy**

Because most of the rural dwellers are illiterate, they find it difficult to understand the idea behind a development project.

### **21 Lack of Adequate Information**

An effective sustainable rural development programme should aim at developing reliable information and effective discrimination of the information so that the rural dwellers can adequately understand that demands of a programme or project. This is necessary especially in a situation where the rural people may be asked to contribute money or pay a form of levy.

## **22 Lack of Infrastructure**

There are business opportunities in rural communities, but they lack requires infrastructure to have entrepreneurs and investors. For many communities to attract new investment and foster economic growth and development it should have basic social infrastructure. It is no longer news that there no access roads to many.

### **3.0.2 Solutions to the Problems of Local Government**

These are some solutions to local government problems:

- 1. Provision of Capital:** Adequate capital should be provided for the running of local government programmes. Both the central and state governments should increase the grants of local governments. Local governments should also extend and monitor their revenue-making machinery to enhance their income.
- 2. Employment of Qualified Staff:** Qualified, experienced professional and administrators should be employed to make a career in the local government service. There should be periodic training of local government employees to enable them to update their knowledge.
- 3. Improved Conditions of Service:** The conditions of service of the local government staff should be reviewed and enhanced. Furthermore, merit should be the yardstick of recruitment, promotions, transfer or discipline.
- 4. Political Autonomy:** Political autonomy should be granted to local governments to enable them to remain independent and effective democratic institutions.
- 5. Probity and Accountability:** Bribery and corruption in the local government councils should be eliminated, with drastic punishment for proven cases. The central and state governments should establish effective mechanisms of checking mismanagement and the spending habits of local government officials.
- 6. Equitable Creation of Local Government:** The creation of new local governments should be in the national interest of brining government closer to the people at the local level, rather than for political or ethnic considerations.
- 7. Public Enlightenment:** People will understand the policies and payment of rates and even self-help projects when the local government educates them on these.

#### **4.0 Conclusion**

Successive administration in Nigeria have made a lot of innovation in the local government aimed at making its impact felt at the rural and urban areas but inspite of these efforts local government has failed in this direction. Research has shown that most of the functions of the local government were not satisfactorily performed. Rural roads were parks were underdeveloped in most local government areas; there were poor health facilities and in many rural areas they were quite absent; there was no provision of public convenience and refuse disposal in most areas; no visible efforts were made to control hoarding of goods and local speakers in public places, water supply in rural communities was in a miserable state.

#### **5.0 Summary**

Local governments in Nigeria has failed woefully in their constitutional functions due to structural instability; excessive politicking, lack of adequate funding, poor staffing, official corruption, encroachment on local government functions by the state etc. Consequently the rural population did not feel the impact of the local government. Some of them knew the existence of local government only through their staff that they sometimes saw raiding their underdeveloped market places in search of rate and tax evaders.

#### **6.0 Tutor Marked Assignment**

- i. Enumerate the problems of local government
- ii. What are the possible solutions to the problems of local government?

#### **7.0 Further Reading Materials**

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## **UNIT NINE: CONTROL OF LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Control of the Local Government
  - 3.0.1 Reason for the control
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

The founding fathers of the Nigerian local government system made a number of innovation aimed at strengthening the local government system in Nigeria and make it an efficient, effective and productive system. But inspite of these innovations, the system proved to be unresponsive, unproductive, ineffective, incapable of accelerating rural development due to anti-behaviourial mannerism ranging from lack of functional cooperation between the council and the people in particular and indigenous institution in general; poor planning, power struggle between chairman and councilors to criminal disservice and institutionalized stealing. All these anti-administrative

behavioural mannerism necessitate to institutionalization of various control mechanism in local governments in Nigeria.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Provide back to the control of local governments in Nigeria.
- ii. Discuss various methods of control
- iii. Justify why local governments needs to be controlled.

## **3.0 Main Content**

### **3.0.1 The Control of Local Government**

Local governments are controlled through the following mechanisms:

1. **Legislative Control:** Local governments are established by an act of parliament or decree stating their functions, powers and limitations. Their operations are thus guided by these laws, furthermore, the legislature could amend these laws or investigate the performance of, or allegations about particular local governments.
2. **Administrative Control:** The power of supervising the activities of local governments is delegated to the ministry or department responsible for local government. The department is empowered to approve their annual budgetary estimates, major projects, strategies of implantation and bylaws they take effect.
3. **Judicial Control:** Local governments are legal entities which can sue and be sued. Courts can call local governments or their officials to order if the breach any law establishing or guiding them. The court can declare their actions illegal or unconstitutional if they violate the provisions of the constitution.
4. **Financial Control:** The supervising department is empowered to approve or reject local government budgetary estimates.They may not introduce new rates or levies, implement new projects or obtain internal or external loans without approval by the supervising ministry. Their accounts are also audited by the central government auditors.
5. **Control by Public Complaints Commission:** Dissatisfied members of the public can seek redress through the public complaints commission, where their rights and

liberties are violated by local government employees. The commission could investigate the activities of such employees and recommend punitive or corrective measures.

### **3.0.3 Reasons for Control of Local Government**

Local government administration is controlled for the following reasons:

- 1. Effective Implementation of Policies:** Local governments are controlled to enable them to implement the policy guidelines and objectives of both the federal and state governments. They are expected to execute government programmes according to specification and guidelines.
- 2. Even Distribution of Amenities:** Local government are controlled to ensure geographical spread of social amenities to the various communities. Without adequate supervision, some local governments may deprive certain communities of social amenities like water supply, feeder roads, dispensaries and maternity homes.
- 3. Judicious use of Public Funds:** Local governments are controlled so that they can account for the statutory revenue and special grant which they receive from the federal and state governments. For example, contract award are thoroughly scrutinized to ascertain their genuineness and impact on the people.
- 4. Appropriateness of Laws:** Local government bylaws are subjects to approval to avoid possible abuses.
- 5. Appointment and Discipline of Staff:** Local governments are controlled to ensure proper recruitment, promotion, transfer and discipline of employees.
- 6. Approval of Annual Estimates:** They annual estimate of local governments are checked and approved to enable the central government to ensure consonance between their capital expenditure, recurrent expenditure and the expected income in a financial year.
- 7. Quality of Councilors:** Local governments are controlled so that the quality of councilors at the helm of affairs could be kept high enough.

## **4.0 Conclusion**

Local governments in Nigeria have not lived up to expectation due to a number of reasons. There is a high incidence of corruption, fraud and embezzlement in local government specially in revenue section. Some revenue officials collect revenue for which they issue fake receipts to the payers and the fund so collected are not paid to the councils' others collect revenue without issuing receipts. Huge some of revenue are lost by local governments in some corrupt and fraudulent rate collectors, licensing officials, collectors of fees and fines, market master, and valuation officers who sometimes collude with property owners so that their tenement are under assessed or they completely escape valuation and rating. These are compounded by habitual absenteeism of most local government workers in the place of work who only appear on the day of payment of salaries; and various frivolous letters of excuse most local government workers used to apply to their various head. All these made control of local government a development out of extreme necessity.

## **5.0 Summary**

Control mechanism is a necessary administrative measure aimed at making workers in Nigeria local government system. In this unit we were able to identify various ways of controlling local government system which include legislative, administrative, judicial and financial control as well as that of ombudsman. We equally gave a lot of reasons why local governments are controlled in order to provide efficient, effective and productive and result oriented services.

## **6.0 Tutor Marked Assignment**

- i. Discuss various ways of controlling local governments in Nigeria
- ii. What are the justifications for the control of local governments in Nigeria.

## **7.0 Further Reading Materials**

Agbakoba, R and Ogbonna, M (2004) Local Government Administration and Development in Nigeria, Lagos The Human Rights Law Services

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## **MODULE FOUR**

### **ORIGIN & DEVELOPMENT OF LOCAL GOVERNMENT**

#### **UNIT TEN: EVOLUTION OF LOCAL GOVERNMENT IN PRE-COLONIAL ERA**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Evolution of Local Government in Pre-colonial era
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

The primary purpose of local government is to bring government to the local communities so that the local people can participate fully in the process of government in order to provide essential local services and this accelerate the pace of social, economic and political development. The importance of local government in development of rural areas made various communities in Nigeria to be governed through the instrumentality of their traditional political institution before this unit we are going to see how our communities governed themselves through local government system before the coming of Europeans.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the following:

1. Trace the evolution of local government
2. Discuss local governments during pre-colonial era

## **3.0 Main Content**

### **3.0.1 Pre-colonial era**

Historically, local government in Nigeria has evolved extremely diverse and to a large extent, developmentally dysfunctional structural forms (William Groff, 1986). The system of local government in Nigeria, before, during and even after the advent of the British rule has been a subject of trial and reforms. Several patterns have been experimented and abandoned in frustration. Local government system has in fact, gone through very numerous and constant reforms aimed at evolving a viable system that could serve the purpose for which local government is created. The local government system in Nigeria has evolved through the central government's earlier phase of decentralization of function (especially during the period of British colonial rule) to the federal government's current phase of decentralization through increased devolution of powers and functions to authorities which, to a great extent, have now been institutionalized as the third tier of government in the country. In this context, the structure, powers and functions of local government in Nigeria have undergone several changes in accordance with the regime in power, the core task of the regime in power and the failure of that resultant structure to be in congruence with the core task of the regime in power by various administrations from pre-colonial to the present post colonial era. That is, the development objective and priorities of various regimes in power, the existing structures they set up to achieve such goals as well as their perceptions of the role which local authorities should play.

Local government in Nigeria, Ogunna (1977) correctly noted has undergone constant numerous reforms aimed at evolving a viable system that could serve the purpose for which the local government is created. Before the advent of the British colonial administration various communities in Nigeria were governed through the instrumentality of their traditional political institutions. In the North, the Hausa/Fulani

Emirates operated highly centralized hierarchically organized political system. They were authoritarian large-scale states and were ruled by powerful Emirs. There were clear specifications of function of the political structure. The political system has a long standing system of tax assessment and collection. The emirates were divided into districts, which were headed by Hakimis while each district was divided into villages each of which was headed by a village head. In essence, the local government administration under the Hausa/Fulani traditional political system was under the district heads (Hakimis) and village heads. They were charged with the responsibility of maintaining law and order, collecting taxes within their respective areas and settling minor disputes. In the discharge of those functions, the district and village heads were responsible and accountable to the Emir.

The Yoruba's of Western Nigeria had centralized chiefdoms in which the Obas ruled their various chiefdoms. The Obas played roles as constitutional monarchs in the sense that they ruled their respective kingdoms with a council of chiefs which exercised dominant powers. Each Yoruba kingdom consisted of the Obas town or capital city and the subordinate towns. The capital city was directly administered by Obas while the others governed the subordinate towns through chiefs known as Baales or Olojas. The Baales or Olojas and their subordinate chiefs conducted the affairs of the subordinate town which constituted the local government functions of the political system. The Baale settled minor cases and disputes, maintained law and order, allocated vacant land and paid Annual tributes to the Obas.

In Eastern Nigeria, the Igbos had fragmented and diffused autonomous communities. In this system, many groups and institutions like age grades, women association, Ozor title societies, the council of Elders, the people assembly (Oha) shared political authority with the chief of the community. One of the distinctive characteristics of the Igbo political system is that it functioned with many groups and institutions which shared in political authority within the system. Thus, Gailey in his book, Road to Aba, correctly observed that the presence within "the village of different organization each charged with executive and moral function effectively prevented undue concentration of power. The autonomous community in the Igbo

traditional political system was federation of village. Each village was comprised of kindred units. In view of the fragmented nature of the political system, it is difficult to distinguish between the structure performing local government functions from those concerned with central government functions.

Nevertheless, one can argue that the local government functions were carried out by the village's kindred units. The village and kindred traditional authorities' maintained law and order within their areas settled disputes, established and maintained village markets. Constructed village paths and ensured regular cleaning of streams and springs which provided water supply. The village authorities made rules and regulations.

#### **4.0 Conclusion**

From the foregoing, it is quite clear that the three major ethnic groups practiced one form of local government or the other. The three traditional political system discussed above were not the only traditional political system but are the dominant. However, the Hausa/Fulani, Yoruba and Igbo traditional political system were the largest ones in Nigeria and they serve as representative of the various system in the country.

#### **5.0 Summary**

Prior to coming of colonial masters, various communities were governed through the instrumentality of their traditional political institutions. In the Hausa – Fulani, the Emir, District heads (Hakimis) and village heads performed the functions of local government like maintaining law and order, collecting taxes, and settling minor disputes. Similarly in Western Nigeria, the Oba and his council of Chiefs like Baale, Uloga and other subordinate chiefs did the same. In Eastern Nigeria due to their fragmented , diffused, Republican, democratic and autonomous nature many people participated in the governance like the Chief, Ozo title holders, Age grade, Peoples Assembly (Oha) council of Elders, Umudas the chief prists etc.

#### **6.0 Tutor Marked Assignment**

- i. Trace the evolution of local governments during the per-colonial era in Nigeria
- ii. Discuss the system of local governments in Eastern, Northern and Western region during pre-colonial era.

## **7.0 Further Reading Materials**

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## **UNIT ELEVEN: LOCAL GOVERNMENT ADMINISTRATION DURING THE COLONIAL ERA**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Evolution of Local Government in Pre-colonial era
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

When the British took over Nigeria as a colonial territory, the British colonial government introduced the Native Authority system which served as local government at that time. It was a form of local government based on traditional authority which exercised legislative, executive and judicial powers over a local community under the ultimate control of British authority. When Lord Lugard arrived Nigeria, he saw perfect system of local administration in the north and decided to make effective use of traditional rulers through the concept of indirect rule as we shall see the in the course of our discussion. According to him the Native Authority was introduced as a matter of administrative expediency and practical necessity.

## **2.0 Objectives**

By the end of the unit, the students should be able to do the followings:

1. Advance reasons why colonial administration used existing local authorities in local administration.
2. Explain why attempt made by the British colonial administration to introduce and maintain indirect rule succeeded in some areas and failed woefully in some areas.

## **3.0 Main Content**

### **3.0.1 Colonial Era:**

During the earlier period of British colonial rule in Nigeria, local government was an extension of the central colonial administration through the mechanism of “indirect rule” which involved the administration of the local area through the existing traditional authorities. The British colonial administration in Nigeria was organized hierarchically under two parallel administrative structures, the field (political) administration and the departmental administration. Under the field (political) administrative structure, the country was divided into districts, division, provinces and regions each of which was headed respectively by the district officer, district commissioner, (or lieutenant governor). In order to maintain law or order, security, a few basic services and the stability of the colonial regime, the field officials combined both administrative, political and judicial functions as magistrates (at the

lower levels of the field administrative hierarchy); as controllers on customary courts, the police and prisons; and as intelligence officers. Above all, they controlled and supervised the administrative activities of local authorities.

The rationale for the colonial administration's use of existing local authorities in local administration was not directed by the need to initiate the process of participatory democracy at the local level. This is because local administration was dominated by traditional rulers and councilors nominated by the colonial administration. Some of the reasons for the colonial policy of indirect rule included lack of adequate manpower and financial resources for colonial administration; lack of knowledge of local conditions, customs and traditions of the colonized; the need to prevent colonial revolts and unfavourable equatorial climate and tropical diseases which often claimed the lives of some of these. British officials, acute dearth of administrative, secretarial, professional and technical officials, fear of consequences of tampering with the established religion and finally but more importantly, the existence, at that time of already established and relevant traditional authorities especially in the North. Where these traditional authorities did not exist, policies were directed at creating them. Even though this system of local administration succeeded to a great extent, in linking the traditional institutions to the colonial administrative machinery, it remained authoritarian in character and could not encourage the growth of democratic participation at the grassroots level. Consequently, substantial reforms local administration took place in the 1950 & 60s.

The attempt made by the British colonial administration to introduce and maintain indirect rule, as a system of local administration in the Eastern and Western region was not as successful as it was in the North. This is because the existing traditional authority systems in these areas were not as congruent as those in the northern region with the structural requirements of "indirect rule". In some parts of the Eastern region, where the institutions of traditional authority did not exist (prior to British colonial administration) attempts were made to create "warrant chiefs". In these areas, new powers given to the traditional rulers were in conflict with the traditional norms which merely recognized such rulers as the spokesmen of their

communities. In the West, the Obas unlike the Emirs did not possess absolute authority over their subjects before the introduction of “indirect rule”. Their powers were checked by the council of chiefs and secret societies. Even where they became very authoritarian and oppressive, they were advised by their subjects (through these mechanisms) to commit suicide. Again, as in the Eastern Region, the new judicial, fiscal and administrative powers-which were exercised by the traditional rulers under the period of “indirect rule”, were in conflict with the norms and traditions of their communities.

In the 1950s and 1960 attempts to reform the local administrative system in Nigeria took various forms in the eastern, western and northern parts of the country. While the reforms in the east and west were aimed at increased democratization of the local government system, those in the northern were mainly aimed at reducing the enormous power exercised by traditional rulers at the local level. In the eastern region, the local authority ordinance was replaced by local government ordinance in 1950. Under the local authority “a number of chiefs and elders were appointed by the government to form the native authority council of the area” (Oyediran, Gboyega, 1979, p. 170) but the local authority ordinance made it possible for majority of the councilors to be directly elected. In terms of structure, the 1950 ordinance ushered in a three-tier system of local government made up of county, district and local councils. The ordinance also curtailed the controlling powers of the district officers by making it optional for the councils to accept or reject their advice.

A similar local government reform took place in the western region following the introduction of the local government law of 1952. Under this law elected representatives were to comprise 75 percent of the total council membership. A three tier British mode of local government structure comprising divisional, district and local councils was also introduced. And, as in the eastern region, the supervisory powers of the district officers were reduced. The two important factors which help to explain the above changes in the composition and structure of the local government in these two regions are the increase in the number of educated elite and the agitation by

nationalists for participation in the exercise of political power at the local, regional and federal levels.

Despite these reforms, local government in these regions still had a number of similar problems. These ranged from the problem of viability (in terms of the small size of most of the local government units, and their resulting inability to generate adequate resources for provision of services) to lack of adequate and well trained staff, corruption among local government workers, and conflict of authority between the district and the divisional county councils.

Further reforms of the local authority system which took place in Northern region between 1959 and 1966 (when the military intervened in politics for the first time in the country) were aimed at extending those reforms to regional government and party in power to the local areas. Politics parties in Nigeria were ethnically based, and local communities served as recruiting grounds for aspiring politicians. Because of this linkage between partisan politics and local administration, the permanent staff of the local authorities in the Northern region continued to participate fully in partisan politics until 1967 when the military banned them from doing so. For similar political reasons, the Native Authority police and prisons were transferred to the federal government, and their judicial responsibility taken over by the state government. There were wide-spread accusation that the Native authority police, prisons and courts have been used as instruments of oppression and victimization against political opponents. Other attempts by the Northern regional government to manipulate the local authorities were reflected in the Native authority amendment law of 1958 and the Kaduna capital territory amendment law of 1962 which constituted Kaduna into a local authority headed by a high ranking regional civil servant. These anomalies in local government administration were part of the reasons, which informed the military government's decision in 1966 to dissolve all local councils and replace them with sole administrators. All these developments confirm the observation that government in Nigeria (in terms of their structure and operations before 1976 local government reforms in the country) could not provide the basis for meaningful participation of people in social and economic development at the local level.

#### **4.0 Conclusion**

The Native Authority system introduced by Lord Lugard was dictated as much by conviction as the practical realism. His experience in the East African countries between 1888 and 1892 under the service of Sir William Mackinnon East African Company had led him to conclude that the most economical and beneficial method of ruling a native state like Uganda was through the traditional executive government. This was reinforced by the experience in Northern Nigeria in 1894-95 while serving under George Goldie's Royal Niger Company as a military commander. Lord Lugard was impressed by the highly organized Emirate government which is so much admired.

#### **5.0 Summary**

Lord Lugard's administrative system in Nigeria was "practical necessity" that arose from a number of factors. The first was the vastness of the area in terms of geographical territory and population. The second was the absence of communication facilities in such vast territories which were indispensable requirements for direct administration. The third factor was the poor funds to administer the territory, the fourth was the fear of tampering with religion, the fifth was that the people, particularly their leaders, were opposed to British intrusion and resisted it violently; the sixth was the lack of a large body of British armed forces which would be used to garrison the whole territory as well as to suppress the aggressive resistance of the people and keep them quiet.

#### **6.0 Tutor Marked Assignment**

- i. What did Lord Lugard introduce as indirect rule in Nigeria?
- ii. Account for the success and failure of indirect rule in some quarters.

#### **7.0 Further Reading Materials**

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## **UNIT TWELVE: EVOLUTION OF LOCAL GOVERNMENT IN POST COLONIAL ERA**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Local Government System During Post Pre-colonial era
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

Local governments administration in Nigeria from pre-colonial through colonial to post colonial era has been changing constantly. Most people entrusted with the management of these changes must have clearly demonstrated the dynamics of the change. The local government law of 1960 which came into force on 1<sup>st</sup> July 1960 further made some reforms in the structure among which was the designation of Rural District and Urban District council as county and urban county councils respectively. The reform created twelve administrative provinces and twenty-nine administrative divisions in the Region. Under the new structural arrangement there were local government commissioners and the provincial assemblies which were

above municipal and urban councils. The local government law of 1960 in addition to the creation of 12 provinces and 24 divisions, also gave effect to the municipality (Port Harcourt) 12 urban county councils, 93 county councils and 170 local councils and so many innovations as we shall see later.

## **2.0 Objectives**

By the end of this unit, the student should be able to do the followings:

- i. Describe the type of local government administration in South East and South-South.
- ii. Discuss the main purpose of local government reform in early 1970s in Northern Nigeria
- iii. Explain the system of local government in operation in Western Nigeria.

## **3.0 Main Content**

### **3.0.1 Post-Colonial Local Government System in Nigeria**

There were further efforts on the part of the state government to reform the local government system after the civil war, which ended in 1970. The main objectives of these reforms and their structural patterns were similar in the eastern and western states but different in the Northern states. But in essence the nature of local government reorganizations during the first half of the 1970's reflected greatly the tendency of military administration" in the country towards centralization of state power. Thus, the "development in the eastern and western state, respectively, were not aimed at creating autonomous and highly democratized local government systems, they were rather designed to facilitate the extension of the powers and development efforts of the governments of the local communities. To this effect, local government administration in the south eastern and Midwestern states was called "development administration". According to the architects of this reform, development was defined as "comprehensive changes of transformation in cultural, educational, economic, social and political fields and administration was perceived as "the harnessing and management of resources in men and material to meet or bring about these aspirations

of communities in the context of the overall development of the state (Oyedirna, Gloyega, 1979, p 176).

In the south-eastern state, development administration comprised two levels of local administration – the area development committee and urban or country development council. An area development committee served a number of villages for the purpose of co-ordinating their efforts in project development. Also, in the mid-western state, there were two levels of local administration – development councils and development committee. Even though the reforms were aimed at socio-economic development at the grassroots; they could not promote the development of participatory democracy at the local level. In all the states all the members of development council, area and development committee were appointed by military Governors. Moreover, the resident, divisional officers, or development officers represented the state governments in the local government.

A variant of the development administration approach to local administration was the divisional administration which was adopted in the East central state. This consisted of a two-tier system of local administration. The upper level was known as the divisional council while the lower tier was the community council. The divisional council never really took off and their powers were exercised by resident or divisional officers.

In the Western states, the reforms that were introduced in local administration were patterned after the American model council manager system. Here again, the emphasis were on viability and efficiency and not on the democratization of the local government system. The reform involved the reconstitution of the existing local government units into single-tier local government councils. However, membership of councils were based not on elective representation but on appointment by the military governor. Other limiting factors are those from the District officers and the ministry of local government. The former acted as adviser to the councils and monitored their activities on behalf of the state government. The later approved the budget of local government councils before they could operate them and disburse funds for programme development.

In the Northern states, the local government reforms of the early 1970s were aimed at increasing the level of popular representation and reducing the power and influence of traditional rulers in local administration. The creation of six more states in the former Northern Region created a favourable climate for achieving some of these objectives. The creations of more states resulted in the reconstitution of existing emirate councils into more local administration units. In Kano State, for example, the existing four emirate councils were split into eighth local administrative areas. Also, in North central states, six local authorities were created out of the former two emirate councils of Zaria and Katsina. These changes involved substantial reduction in the influence of the traditional rulers. The reforms also involved the abolition of the chief-in-council type of council in favour of the chief-and-council type, (which implies that the emir or chief no longer has the right to veto decisions reached by majority of the council members). It proposed that the two-thirds of the total council membership would be elected by popular votes. Other members of the emirate could comprise the chief or emir as chairman, a small number of traditional rulers and some ex-officio or nominated members. It may be pertinent to note that the implementation of the elective aspect of the reform was delayed because of the state of emergency in the country. In order to further weaken the power of the traditional rulers, the northern state governments took steps to harmonize their methods of selection and appointments and sought for input from their communities before making such appointments.

#### **4.0 Conclusion**

From the discussion so far, it is quite clear that different regions practiced different system of local government system. While the reform system were similar in Eastern and Western Nigeria, it was quite different in the Northern Nigeria while the reforms were aimed at creating autonomous and highly democratized local government system in order to facilitate the extension of the powers and development efforts at the government at the local communities.

The reforms in the Northern states were however aimed at increasing the level of popular representative and reducing the power and influence of traditional rulers in local administration

## **5.0 Summary**

It is interesting to note that certain characteristics were common to all those traditional political institutions above which include fragmentation of local government units; inadequate staffing; poor finance; complete loss of requisite autonomy and emphasis on “administration” rather than “government”. Local government in this area was seen as the extension of the state government. Even though the reforms were aimed at socio-economic development of the grassroots level, they could not promote the development of participatory democracy at the local level. In fact, these various reforms did not improve local government in Nigeria. The system the reforms produced were very unviable, unresponsive and unproductive.

## **6.0 Tutor Marked Assignment**

- i. Explain the type of local government system in Eastern and South-Eastern Nigeria after the end of colonial masters.
- ii. Discuss the main purpose of reform in early 1970s in Northern Nigeria.
- iii. What was the system of government in operation in Western Nigeria?

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## **UNIT THIRTEEN: THE 1976 LOCAL GOVERNMENT REFORM**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 The 1976 Local Government Reform
  - 3.0.1 Defects of 1976 Local Government Reform
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

In 1976, history was made in Nigeria when the military administration of Gen. Murtala Mohammed and Gen. Olusegun Obasanjo in their determination to introduce a system of local administration that would really cater for the interest of rural communities, decided to embark on a nation wide local government reform. The guidelines on the 1976 local government administration define a local government as a “government at local level exercised through representative councils established by law to exercise powers within defined areas ... has substantial and financial power to initiate and direct the provision of services ... and to ensure ... that local initiative and response to local needs and conditions are maximized? These definition was in accord with the UN definition of a local government which is a political sub-division of a nation ... constituted by law and has substantial control of local affairs ... The governing body of such an entity is elected or otherwise locally selected.

The foreword to the 1976 reforms also gave reasons why the reform become necessary at that time. The foreword specifically said that “the defects of the previous local government systems are two well know to deserve further elaboration here. Local governments have over the years suffered from continuous whittling down of

their powers. The state governments have continued to encroach on lucrative functions of local government which falls on the exclusive preserve of the local governments.

## **2.0 Objectives**

By the end of this unit, the student should be able to do the followings:

- i. Discuss the major achievement of 1976 local government reform
- ii. Outline the major shortcoming of the 1976 local government reform.

## **3.0 Main Content**

### **3.0.1 The 1976 Local Government Reform**

In 1976, the military administration under Mohammed/Obasanjo regime took a bold initiative in the reformation of the local government throughout Nigeria. The reform guideline (The Federal Republic of Nigeria, 1976), were strictly implemented by all the states of the federation. The main provision of this reform was entrenched in the 1979 constitution. This local government reform marks a turning point in the evolution of local government in Nigeria for a number of reasons: first, it is the first time in the political history of Nigeria when the federal government initiated local government reforms for all the state government in Nigeria. Secondly, a uniform system of local government reforms was for the first time introduced for all the states of the federation. Thirdly, there is uniformity of local government areas based on a given population range, of between a minimum of 150,000 and a maximum of 800,000. Fourthly, the federal government started to give statutory allocation of local governments. Fifthly, local government started to be recognized as a third tier of a government. Sixthly, with the democratization of the local government, the traditional rulers lost their positions within the local government throughout the federation. Seventhly, local government staff training, in which the federal government is involved, becomes an integral part of the local government management strategy. Eighthly, the reform was instrumented to the historic entertainment into the constitution of the structure, function, funding and democratization of local government. Ninthly, the reform introduced full time chairman of the local

government and supervisory councilors and councilors were paid fixed salary instead of sitting allowances.

### **3.0.2 Defect's of 1976 Local Government Reform**

One would expect with the lofty innovation of that system, it would have proved a viable, productive and efficient local government system. This was not to be because the government's emphasis on the largeness and uniformity of local government areas led to its failure to take into full consideration of the traditional political and social structure of the people. In an attempt to comply with the principle of "largeness" and "uniformity" full account was not taken of all three sets of values which are involved in the structuring of the appropriate local government areas which include, economic values (economic viability), political values (political viability) and administrative value (administrative suitability). As a result of over emphasis on largeness, most local government areas lost touch with the local people. In attempt to satisfy the principle of largeness and uniformity, communities with different modes of life, habits and surroundings were artificially merged. It led to creation of local government areas in which the distance (both physical and social) between the local government and communities are enormous. It led to creation of local government that is neither "local in structure nor government" in operation. The size of local government produced by that reform was too large to ensure massive mobilization, exploitation and utilization of local resources; mass participation and citizenship identification with, the commitment to and self-less sacrifice for their local government. This full participation of the local people in the management of local affairs or local democracy, which was envisaged by the guideline of the reform, was lost. The lost of full identification of the people with, and support for their local government equally led to the loss of spirit of "we feeling" all of which are indispensable catalyst in community development. All these were due to the structure of local government this reform produced.

Again, the functions assigned to the local government under the 1979 local government reform were so much and local government could not perform them effectively. In the first place, most local government suffers from inadequate funds.

The available funds, according to Ogunna (1988), are utilized by most local governments in paying staff salaries. Secondly, most local government does not possess well-qualified technical and professional staff for policy planning and execution. Thirdly, some state governments interfere in the functions of the local government, which are considered to be lucrative. Fourthly, some of the functions of the local government are very costly, social service, which do not yield any significant revenue. Wide range of the functions was just provided for local government on the paper without providing adequate means and measures to ensure that those services are provided and at an adequate standard. Consequently, the local government could not perform these wide range of functions. In fact, some rural inhabitant know the existence of local government only through their staff that they sometimes see raiding, their under-developed markets places in search of rate and tax evaders. Fourthly, financial problems crippled the system. The 1976 local government assigned three broad sources of revenue namely: internal revenue, allocation from state and federal government and loans. The internal sources include general rate, property rate, market and the motor park charges, fees from variety of licenses, fines and profit from commercial ventures. The secondly main source of revenue for the local government is the 15% of the statutory allocation from federal government and the 10% of the states total internal revenue fund. An intensive research conducted by Ogunna (1988) revealed that local governments are incapable of generating adequate revenue to meet numerous functions.

#### **4.0 Conclusion**

The founding fathers of the 1976 local government system made a number of innovations aimed at strengthening the local government system in Nigeria and make it an efficient, effective and productive system. But in spite of these innovations, the system proved to be unresponsive, unproductive, ineffective, incapable of ensuring rural development as a result of structural unsuitability, low executive capability, poor financial resources base, lack of requisite autonomy from the state government; poor financial management, lack of functional co-operation between the council and the people in particular and indigenous institutions in general, poor planning and lack of delegation of duties, communicating conflicts interests among the councilors.

Moreover, the system the reform produced did not possess appropriate strategy and sound organizational framework required for effective management of local affairs and for the mobilization of the ruler inhabitants for effective participation in community development projects. This resulted in yet another reform by Babangida administration.

## **5.0 Summary**

The 1976 reforms and the 1979 constitution were specifically designed to make local governments autonomous and self-sustaining. To a reasonable government extent, the high hopes placed on the two items did not materialize. Sir Thomas Elyot once said, “no operation or affair may be perfect, nor no science or art may be complete, except experience be there unto added, whereby knowledge is ratified and consolidated”. By applying the 1976 Reforms and the 1979 Constitution, it was found that in actual practice there were still certain impediments that militated against the achievement of the desired dream in local government administration in the country. Some of these impediments include noticeable interference of state governments in the following ways:

1. The 1976 Edict has provisions which empowered the military governor to cause enquiries to be held in any local government council at such times and in such places as he might consider necessary.
2. The military governor was empowered to appoint any persons to conduct such enquiries.
3. The 1976 Edict said that where a council in any year failed to hold meetings it was required to hold or where the military governor was satisfied that a council was not discharging its functions in a manner conducive to the welfare of the inhabitants of the area of its authority, the military governor might.
  - a. Suspend the council.
  - b. Appoint a management committee to look after the affairs of the council.
  - c. Declare the seats of the chairman and other members of the council vacant.
  - d. Declare vacant the seats of any members of the council other than the nominated members.

- e. Allow the management committee to remain in office until such time as the military governor might order.
  - f. Dissolve the council where he was satisfied that the council has defaulted in the performance of its duties.
  - g. Instruct local government inspectors to inspect the accounts of the council.
4. Section 149 of the 1979 Constitution directed that the federation account should be distributed among the federal and state governments and local government councils. The 1981 Finance Law directed that 10% of the federation account should be given to local governments through the state ministries of local government. Some local governments were not happy about his arrangement and openly accused some state governments of not releasing all the allocations they received from the federation account.

The states themselves were directed to remit 10% of their internally-generated revenue to local governments. Some states failed to discharge this obligation when due and the local governments were nonplussed as to whom to lay their complaints as they assumed that both the state and federal governments were aware of what was going on.

- 5. The 1979 Constitution impliedly permitted state governments the discretion of creating more local governments if there was the need. The states took advantage of this and created about one hundred more local governments, especially in the constituencies where the party in power at the time had the greatest advantage thereby bringing the total from 301, as contained in the 1979 Constitution, to 401.
- 6. Between 1979 and 1983 the governor of a state was empowered to appoint councilors and supervisory councilors. Even the appointment of the chairman or the councilor was done with the concurrence of the governor.

Under these conditions the lofty aims envisaged in the 1976 Reforms became scuttled and unattainable. With reduced income local government councils could neither assert their autonomy nor attract high caliber human resources, which is very essential in developing the rural areas. Efforts were, however, made to rectify the

defects noticeable in both the 1976 Reforms and the 1979 Constitution in the 1989 Constitution and its supporting decrees.

## **6.0 Tutor Marked Assignment**

- i. Discuss the major achievements of 1976 local government reform
- ii. Outline the major shortcoming of the 1976 local government reform

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## **UNIT FOURTEEN: BABANGIDA'S CONTRIBUTION IN LOCAL DEVELOPMENT IN NIGERIA**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Babangida's Contribution in Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

The founding fathers of the 1976 local government system made a number of innovations aimed at strengthening the local government system in Nigeria and make it an efficient, effective and productive system. But in spite of these innovations, the system proved to be unresponsive, unproductive, ineffective, incapable of ensuring rural development as a result of structural unsuitability, low executive capability, poor financial resources base, lack of requisite autonomy from the state government; poor financial management, lack of functional co-operation between the council and the people in particular and indigenous institutions in general, poor planning and lack of delegation of duties, communicating conflicts interests among the councilors. Moreover, the system the reform produced did not possess appropriate strategy and sound organizational framework required for effective management of local affairs and for the mobilization of the ruler inhabitants for effective participation in community development projects. This resulted in yet another reform by Babangida administration.

## **2.0 Objectives**

By the end of the unit, the students should be able to do the followings:

- i. Highlight the major contents of 1976 local government reform.
- ii. Explain the major limitation of reform
- iii. Discuss IBB administration innovations in the local government

## **3.0 Main Content**

### **3.0.1 Babangida's Administration Innovation**

Babangida has as its major cardinal objectives the establishment of a viable and enduring people oriented political system devoid of perennial disruptions. In pursuance of this noble objective, the Babangida administration decided to introduce a viable and responsive local government system which could serve as a foundation of a new democratic order and a veritable instrument of rural development.

The Babangida's administration made significant achievement in area of the local government system for the following reason: first, the structure of the local government system created by his administration 589 was more appropriate and acceptable than the structural arrangement of 301 local government areas of 1976 reform. Local governments created by IBB are nearer to the people and so expected to be more responsive. Secondly, the Babangida administration not only retained the functions of local government as provided by the 1979 constitution but also directed all state government to stop with immediate effects encroachment on some of the money yielding functions of the local governments. Thirdly, the IBB administration allocated to the government the responsibility for provision and management of primary education. Fourthly, the reform which the Babangida administration made in local government system, strengthen the financial based of the local government. This was made by stopping state government from encroachment on the revenue-yielding functions of local government from increasing the local governments statutory shares of federation account from 10% to 15% to 20%,: by directing that the local government statutory share from the state government "total revenue be changed to total internal revenue "thereby removing the allegation of double share (by state government) of 10% of total internal revenue to local government and by giving local government. This prevented the incidence of "high jacking" of the fund. Fifthly, IBB administration granted autonomy to the local government. Local government autonomy simply refers the freedom of the local government to recruit and manage its own staff, raise and manage its own finance, make policies, law and provided services within the limits and allocation function and powers without interferences. This autonomy removed excessive control by the state governments on local government. To consolidate the principles of autonomy, the administration abolished the ministries of local government in all the thirty six sates of federation, and reorganized constantly

local government services commission: made local government creatures of the constitution via democratically elected local government councils and free from state government excessive control and by directing that the statutory allocation from the federation accounts due to local government be paid directly to them to avoid state government interference. Sixthly, the Babangida administration introduced for the first time presidential system at local government level. There was, for the first time the principles of separation of powers and checks and balances at local government level throughout the federation. Seventhly, the IBB administration made a significant reform in the size of representation by ensuring effective representation at the grassroots, which engenders full participation of people in the management of their own affairs. This was done by making the entire voters in the local government area to constitute electorate that will select a chairman for that area and fixing the total membership of the councils at a minimum of 10 members and a maximum of 20 councilors. Eighthly, by constitutionalization of Local Government Elections, the IBB adhered strictly to the principles of democratically elected local government council there by making any local government which is established without democratically elected council illegal and unconstitutional. Ninthly, Babangida administration introduced open ballot system (OBS) in the local government elections thereby minimizing election rigging, saving time to announcing election results and reducing administrative cost etc.

#### **4.0 Conclusion**

Babangida was more realistic in his approach to local government creation. It was the declared policy of the Babangida administration to base the creation of new local government areas on:

- a. The expressed, wishes of the people and communities based on such objective factors as common cultural ties and institutions.
- b. Geographical contiguity and
- c. The need to achieve measures of a relative balance in population and resources distribution.

## **5.0 Summary**

Babangida administration made tremendous efforts towards making the impact of local government felt among the masses through increased funding, direct allocation, scrapping of joint - state local government account and devolution of powers to this tier of government. He stopped local governments from being “wiping boy” in the hands of both state and federal governments by stopping high jacking local government funds. He equally reduced the high incidence of corruption and institutionalized stealing in the system.

## **6.0 Tutor Marked Assignment**

1. What are the major defects of 1976 local government reform?
2. Why was 1976 local government reform regarded as a turning point in the history and evolution of local government in Nigeria.
3. Discuss comprehensively IBB’s contributions in local government administration in Nigeria

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## **MODULE FIVE**

### **LOCAL GOVERNMENT FINANCES**

#### **UNIT FIFTEEN: SOURCES OF LOCAL GOVERNMENT FINANCE**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Importance and Sources of Local Government Finance
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

According to Ogunna (1996) for the local government to serve as a powerful instrument for rapid transformation it should possess a solid financial base. Finance is the life-wire of an organization. It is the lubricating element which greases and makes the administrative machine of an organization move. It therefore follows that for the local government to discharge its statutory functions effectively, it discharge adequately funded. Generally, sources of revenue allocated to the local government

vary from country to country and from time to time. Nigeria local government system have so many sources of revenue. These include statutory allocation, rates, grants, fees and charges, fines, earnings and profits, loans and miscellaneous sources etc. These sources we want to examine in the unit.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Identify sources of local government revenue both statutory and non-statutory.
- ii. Explain why local governments do not generate reasonable revenue.
- iii. State areas where local government can make bye laws to generate revenue.

## **3.0 Main Content**

### **3.0.1 Importance of Revenue to Local Governments**

The founding fathers of 1976 local government reform and framers of 1979, 1989 and 1999 constitution recognized the importance of finance in the “life” and “blood” of local government. They recognized that money or finance is the bedrock and the sinews of any organization. To give meaning to this realization, section 7 sub-section 6(a) and (b) of the 1999 constitution direct that

1. The National Assembly shall make provisions for statutory allocations of public revenue to the local governments in the Federal and
2. The House of Assembly of a State shall make provisions for statutory allocations of public revenue to the local governments within the State.

Also section 162 sub-sections (3) – (5) of the 1999 Constitution state that:

Any amount standing to the credit of the Federation Account shall be distributed among the Federal and State Governments and the Local Governments in government either in whole or in part.

1. Rents derived from letting or leasing any building or land belonging to a local government either in whole or in part.
2. Statutory allocations or grants-in-aid out of the general revenue of Nigeria or of the state, or of the public revenue;

3. Any sum of money which may lawfully be assigned to a local governments by any public corporation.
4. Interest on the investment funds of a local government
5. Such sums of money as may be granted to a local government by any other local government.
6. Such sums of money as may be paid to a local government by a joint board.
7. Any other moneys lawfully derived by a local government form any other source not herein before specifically mentioned shall be and form part of the revenue and funds of such local governments.

Each state, on such terms and in such manner as may be prescribed by the National Assembly.

Any amount standing to the credit of the State in the Federation Account shall be distributed among the States on such terms and in such manner as may be prescribed by the National Assembly.

The amount standing to the credit of Local Governments in the Federation Account shall be allocated directly to the State for the benefit of their local governments on such terms and in such manner as may be prescribed by the National Assembly.

Now, we will make some in-depth study of the various ways in which a local government, apart from the statutory grants, from both the federal and state governments, could muster sufficient funds for running its affairs. We will also discuss some expose by a number of experienced persons versed in local government administration on the methods of maximizing the revenues of local government councils.

Before the 1979, 1989 and 1999 Constitutions were promulgated, the 1976 Edict on Local Government Reforms said that the revenue and other funds of a local government council should consist of the following:

1. Money derived from community tax and rate imposed by the local government by virtue of the provisions of this Edict.
2. Money derived from licences, permits, dues, charges or fees specified by any byelaws or rules made by a local government;

3. Money payable to a local government under the previous or any other enactment.
4. Receipts derived from any public utility concern or any service or undertaking belonging to or maintained by a local government.

### **3.0.2 Sources of Revenue for the Local Government**

Funds to run the affairs of local governments from the following sources.

- 1. Grants from Federal or State Government:** Grants are money made available to local governments to help them carry out their programmes. These could be block or general grants. Matching grants or special grants. A block grant is based on population; the matching grant is to aid local governments on large projects or provision of infrastructure, while special grants are made to assist local governments in providing some services of national importance, eg. Education and health.
- 2. Statutory Allocations:** The Nigerian constitution stipulates that the revenue of the federal shall be shared between the three tiers of government i.e. the federal state and local governments. Consequently, local governments receive a percentage of the federally generated revenue annually. This percentage changes with time, according to acts and decrees.
- 3. Loans from Banks:** A local government can obtain loans from financial institutions to enable them to finance development projects such as water supply, rural electricity, construction of roads and provision of health facilities.
- 4. Rates:** Rates refer to the levies collected by local government authority from the services the council provides. The rates are collected on market stalls, motor parks, supermarkets and shops. Some rate are also collected from bicycle and motor-cycle licenses television, radio, sets etc.
- 5. Special, Levies:** This refers to levies imposed on the residents of local governments as a means of generating internal revenue.
- 6. Income from Commercial Ventures:** One of the sources of revenue to local governments is income from their commercial activities. Some local governments

maintain transport services, farm, holiday resorts; consultancy services guest houses, etc.

- 7. Income from Investments:** Local governments derive revenue by investing their money in profit yielding economic ventures such as buying of shares entering projects that could provide good revenue in return.
- 8. Personal Income Tax:** Local government council collect income taxes from non-salary earners keep some percentage of what is collected, and pay the balance to the state government salary earners are excluded from payment of personal income tax as a result of the *Pay As You Earn (P.A.Y.E)* system, in which their taxes are deducted at source by their employers and paid directly to government.
- 9. Court Fines:** court fines are imposed on individuals that violate local government bylaws, sanitary regulations and ban on street trading and hawking.
- 10. Property or Tenement Rate:** Property or tenement rate is imposed on the owners of private and commercial houses. It based on the value of the building and property.

### **3.0.3 Areas Where Local Government could make Bylaws to Generates Revenue**

We have discussed that a local government could enact bylaws or adopt the ones already in existence to get revenue for the council. Listed below are some areas where a local government could make bylaws to generate revenue:

1. Towing of vehicles (cars, lorries, tankers) as fines for obstructing the roads or wrong parking.
2. Registration of emblems for motor vehicles, registration permits, haulage permits, delivery permits for pick-up vans
3. Hackney permits for trucks, tankers, tippers
4. Licences for radios, television sets etc
5. Licences for bicycles, canoes, wheelbarrows, liquor of all types, supermarkets, hawkers, palm-wine tapping/selling.
6. Slaughter fees for cattle, goats, sheep, pigs etc

7. Cattle dealers' licences, cold room dealers' licences, dried meat and fish dealers' licences, hunting goldsmith licences, marriage, birth/death registrations, identification fees, title/initiation licences, disco/house warming licences.
8. Pound fees licences, eg cattle, goats, sheep, pigs
9. Dispensary and maternity fees
10. Registration of contractors of various categories
11. Licences for minor industries such as block-moulding, bread baking, kerosene dumps, garri/cassava grinding, motorcycle/radio repairing, rice milling, hari dressing, sewing/tailors etc
12. Licences for quarrying stores or collecting sand
13. Licences for the registration of stenographic institutes, furniture/vulcanizer workshops, printing presses and building materials depots.
14. Licences for livestock sold in the markets, heaps of palm fruits, heaps of yam, milled and unmilled rice, heaps of potatoes, and baskets of tomatoes.
15. Fees from the customary rights of occupancies
16. Fees for street manning
17. Fees from market stalls and motor parks
18. Fees from the hire of vehicles and road-making equipment
19. Sale of potable water and agricultural produce
20. Ferry fees
21. Tender fees
22. Cloth dyers fees
23. Building plans
24. Shop/kiosk fees
25. Interest on loans, dividends, and fixed deposits
26. Registration of septic dislodging licence fees
27. Dispensary and maternity fees
28. Burial and vault fees
29. Pest control fees

The list above is not exhaustive. It can be expanded depending on the area and the location of the local government.

### **3.0.4 Problems of Revenue Generation in the Local Government**

In spite of the fact that local government possesses large areas of activities or internal revenue generation they continue to cry about poor finances. Except in very few and exceptional cases, the revenue expectations under each head in the local government estimates are never achieved. The collections in some heads are too ridiculous and shameful to merit a mention.

An obvious question one may ask is, why have the collections been so discouraging in spite of the enabling byelaws? Below are some of the issues militating against the full realization of the revenue efforts of local governments.

- 1. Transport facilities:** Revenue driving and collection need movement from place to place. When revenue officers are not provided with the means of movement, their work is greatly impaired.
- 2. Indiscipline and dishonesty:** Some local government officials do not take their duties seriously enough. They prefer to line their pockets instead of rendering correct financial returns to their employers. In many places the public regard some local government staff as living embodiments of bribery and corruption. All revenue officers should ensure that money collected for the local government is promptly paid to the local government treasury in accordance with the Financial Memoranda. Strict supervision should be mounted to ensure that the original receipts given to customers tally with the duplicate and triplicate copies in the revenue booklet receipts. Experience has shown that a fraudulent revenue officer could issue a correct receipt to a payer only in the original receipt and write different figures in the duplicate and triplicate copies of the receipt books, which he submits, to the treasurers.
- 3. Lack of quick enforcement apparatus:** To sustain the revenue efforts of local governments, it is necessary to give teeth to the council's byelaws. This leads to the necessity for the establishment of revenue courts. The magistrates' courts are so congested that it takes a long time to prosecute a defaulter. It is recommended that, like the federal government, which established the revenue courts, local

governments could make effective use of customary courts in implementing their byelaws.

- 4. Lack of Encouragement:** Local governments could set revenue targets for their revenue officers. Hardworking and honest officers would be rewarded adequately as an incentive to others. The reward could be in the form of accelerated promotion and cash bonus gifts.
- 5. Further areas of lack of supervision:** There should be strict supervision of revenue officers. The sanctions in the Financial Memoranda and the Implementation Guidelines on the Application of Civil Service Reforms in the Local Government Service should be applied strictly. If the supervisory staff compromise their posts, they would not be in a position to discipline their subordinates.
- 6. Updating the byelaws:** Byelaws should be updated to make for easy application. The essence of revenue byelaw is to produce money for the local government. It may not be worthwhile to embark on a byelaw whose application will result in spending more money than revenue.
- 7. Illiteracy:** Some revenue collectors have a very low educational background. When illiterate or semi-literate persons on rate drives meet equally illiterate persons, arguments and bad language are likely to ensue leading to disorder without actually achieving the real purpose of the drive. It is very necessary to train all categories of staff especially those whose duties involve meeting and interacting with the public.
- 8. Embezzlement:** Some revenue collectors, intent on dishonesty, deliberately defy the Financial Memoranda and keep their collections longer than necessary thereby exposing themselves to malversation.
- 9. Employment of extend Companies:** Some local governments have farmed out their revenue collection to companies to the exclusion of council staff. The staff on the other hand do everything possible to discredit the companies. The resultant effect is low revenue yield, quarrels and recriminations without achieving the objective of hiring the companies.

#### **4.0 Conclusion**

Research has shown that the Local Governments proved incapable or generating adequate revenue to discharge their numerous functions. Many factors were responsible for the poor finances of the Local Governments. In the first place they were not able to exploit fully all their internal revenue sources as a result of low quality of Local Government staff particularly the Treasurer and revenue officials, high incidence of rate evasion and avoidance. There is the factors of embezzlement of public funds. Corruption and fraudulent practices by revenue officials. Generally, the Local Government areas are poor and this affected adversely the financial viability of these sources. Another factor responsible for the poor financial base of the local governments was that the State government did not pay Local Governments their statutory 10 per cent share of the State Governments' total internal revenue. Moreover some State Governments often appropriated a significant portion of the 10 percent statutory allocation from the Federation Accounts which passed through them. This is added to the fact that some State Governments encroached upon some of the money-yielding functions of the Local Governments. Finally, the revenue source of loan from which Local Governments were empowered to raise funds was an empty source as Local Governments lacked the collaterals with which to raise loans from commercial banks.

#### **5.0 Summary**

Finance constitutes the life-wire of any organization whether it is public or private, central or local government organizations. For the local government to operate meaningfully as a third tier of government, it should possess a strong financial base which will enable it to acquire high quality personnel and materials for effective executive of all its functions. The 1976 local government Reform as well as the framers of 1979, 1989 and 1999 constitutions of Federal Republic of Nigeria recognized that and consequently provided for elaborate sources of revenue for the local government. Despite all these sources, local governments generated inadequate internal revenue, realized undue share of revenue from the statutory allocations from the state and federal governments, and secured little or nothing from loans.

## **6.0 Tutor Marked Assignment**

- i. Outline and explain any six sources of local government revenue
- ii. Why is revenue generation problematic in local government
- iii. Explain ways and means in which local governments can make bye laws in order to generate revenue.

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## **MODULE SIX**

### **UNIT SIXTEEN: THEORIES OF LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Efficiency Theory of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

Scholars and practitioners of local governments have advanced various theories aimed at making local government highly understandable. These theoretical perspectives have either ventured into the theoretical area of what functional responsibilities local governments are supposed to perform or have tried to justify the existence of local government or discussed the nature of local politics. In all, the theories will hopefully contribute to a better understanding of local politics. As Stoker (1990:203) rightly noted, “An examination of different theoretical perspectives forces us to ask new questions; to consider the views of diverse range of thinkers; and provides access to competing explanations of the world of local politics.

#### **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Explain the basic values of local government
- ii. Describe the efficiency service theory of local government
- iii. Explain the factors that made efficiency service delivery possible at the local level.

#### **3.0 Main Content**

##### **3.0.1 Efficiency Theory of Local Government**

The advocates of efficiency services believe that since local governments are produce of decentralization, efficient services at the local government level cannot be provides satisfactorily without decentralization.

Decentralization is thought necessary because many states are very large in area and in terms of population. It therefore becomes very difficult to administer all parts of the nation concerned from the national capital. Decentralization through local governments made possible the creations of small units and centers of governmental power that can cater for equally smaller number of the population.

Two, you also learnt that the burden of governance in the modern day world grows everyday. Both man – made and natural disasters affect nation’s everyday existence. This therefore demands that the central government should only concern itself with national issues while minor and local issues should be left to the small units of government.

Three, you were also told that local government serves to bridge the communication gap between the rural, grassroot people and the other higher levels of government.

In most cases, the local people are not aware of the existence of the higher levels of government, and likewise, the higher tiers of government are too pre-occupied with national issues and therefore, may not have sufficient time to pay adequate attention to local issues. The local government becomes a tool to bridge the communication gap between the two.

The efficient services or efficiency theory of local government provides more insights into the value of local government as a grassroot government.

The efficient services theorists believe that the local government occupies the best position for the efficient performances of certain functions. This is made possible because of the nearness of the council to the people, and the smallness of the population.

Firstly, decisions on policy issues are easily and quickly arrived at since the targets of decisions can be quickly reached, consulted and responses (feedback) from them known quickly.

The closeness of the local government similarly make possible in depth knowledge of the nature of the problems of the people possible and invariably the appropriate solutions to the problems. Adequate understandings of he people's problems and the resultant solutions are easier to know because a large percentage of the locality are indigences who know the local government area inside – out and have adequate knowledge of the peculiarities of the area.

#### **4.0 Conclusion**

The smallness of local government area coupled with an equally small population avails local governments, the advantage of small scale production of services which therefore means dealing with a small number of clients, small number of problems and prompt and efficient and effective remedies to the problems.

It is based on this very perspective that local government are to handle local problems. Whereas, higher levels of government with larger population and geographical area require more time and financial, personnel and materials resources to handle problems with their respective areas.

#### **5.0 Summary**

In this unit, you learnt the efficient services theory which believes that local government is best placed to engage in efficient service delivery to the local people because of its narrow geographical area and small population and limited level of resources required to perform. The crux of this theory is that the main purpose of local government is to provide services to the local people. The proponents of this school justified the existence of local government on the ground that it is an efficient agent fro providing services that are local in character. To them local governments exists to provide services and it must be judged by that.

#### **6.0 Tutor Marked Assignment**

- i. What are the major tenets of efficiency service theory
- ii. What factors make efficiency theory possible at the local governments
- iii. What is the place of decentralization of efficiency service theory?

## **7.0 Further Reading Materials**

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## **UNIT SEVENTEEN: DEMOCRACY THEORY OF LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Democracy Theory of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

This unit presents another theoretical view of local government. The last unit presents the view of efficient services theorists on local government.

According to them, local government occupies the best positions to provide efficient services to the people of the local area. The reasons being that local

government operates on the basis of small scale due to the small population being served coupled with the smallness of land area. Because it renders limited services, only small resources are therefore required to perform its functions.

The local government is also a vantage position to know the nature of the problems confronting the people and invariably in a better position to know the appropriate solutions better than the higher levels of government. The democracy theory of local government perceived the system from another perspective.

## **2.0 Objectives**

By the end of this unit, the student should be able to do the following:

- i. Explain the relevance of local government growth and development of democracy.
- ii. Discuss democracy theory of local government
- iii. State how local government can help in promotion of democracy.

## **3.0 Main Content**

### **3.0.1 Democracy Theory of Local Government**

There is the need to refresh you memory on what you learnt in the last unit concerning the efficiency theory of local government. According to the theory, local governments occupy the best place in providing efficient theory services to the people because of the smallness of the geographical area and population coupled with limited resources required. It is also averred that because the local government officials are closer to the people, they have the advantage to appreciate the nature of the problems of the locality and consequently provide the most suited solutions.

The democracy theory of local government focuses on the democratic benefits derivable from the practice of local government system. The theory believes that local government serves as a training ground for political leaders. It observes that most national politicians use local government as a lever for acquiring political training and leadership qualities by first contesting as councilors at the local government level (Ajayi 2000:6).

After spending some years at the local government level and having secured the necessary experience at the level, these local politicians can then contest politics at higher levels of the state and federal governments. It is based on this opportunity provided that Lord James Bryce remarks that local government is the best school of democracy and the best guarantee for its success is the practice of local self – government.

The concept of self- government at the local level simply implies that it is local people themselves that govern themselves. This is made possible because the indigenes of the local government area constitute more than 70% of the workforce in the local government.

All the political offices in the council such as the chairman, vice-chairman, secretary to the local government, supervisory councilors, house leaders, councilors and other positions are occupied by the indigenes of the area. Even, the workforce mainly consists of the indigenes of the area. Local government is also seen as one of the institutions which provide political education. This involves the political education of the citizens by the local administrative institutions as the chief instrument. The political role of local governments give many people who lack either the opportunity or resource for national politics to participate in grassroots politics.

#### **4.0 Conclusion**

The democracy school of local government has projected the institutions as an avenue for political “apprenticeship” for future politicians and national leaders. This is so as it allows local politicians to undergo the necessary training and acquire the basic political and government experience to be able to cope with higher national callings that is necessary in governance and larger politics. The proponents of this theory contend that local government functions to bring about democracy and afford people opportunity to participate in politics.

#### **5.0 Summary**

You have learnt in this unit that local government has served as a kind of democratic, political school for people at the grassroots to enable them acquire the needed experience for higher political responsibilities.

You also learnt that the concept of self – government is best demonstrated at the local government level. This implies that the political and administrative management of the local government is being shouldered by the indigenes of the locality who constitute the bulk of the workforce of the local government.

## **6.0 Tutor-Marked Assignment**

- i. Explain the relevance of local government in the growth and development of democracy
- ii. Discuss democracy theory of local government

## **7.0 Further Reading Materials**

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# **UNIT EIGHTEEN: ACCOUNTABILITY THEORY OF LOCAL GOVERNMENT**

## **1.0 Introduction**

- 2.0 Objectives
- 3.0 Accountability Theory of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignment (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

This unit concludes discussions on the theories of local government. We have treated efficient services and other theories. In this unit, you will learn about accountability theory. The demand for accountability is germane to good governance. Those who control and manage public resource must be made accountable, while political office holders must be held responsible for their promises and manifestoes to the electorate. The concept of accountability and the demand for it permeate every level of government including the local government.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

1. Explain the basic tenets of efficiency and democracy theories of local government as a way of recalling what you learnt in previous units.
2. Explain the concept of accountability and what it constitutes.
3. Identify and discuss the basic assumptions of accountability theory as it applies to local governments.
4. Appreciate the important role of accountability in governance.

## **3.0 Main Content**

### **3.0.1 Accountability Theory of Local Government**

### **3.0.2 Accountability Theory**

It is important to recall what you learnt in previous unit which deals with the efficiency, democracy, and development theories of local government. Democracy theory espouses that local government is a training school for politicians an future

political leaders because it provides the primary avenue for knowing or learning about the intrigues of politics and complexity of governance.

Local government is also perceived by the theory as the best parameter for gauging and guaranteeing the success of the practice of self-government. This submission is informed by the fact that majority of the workforce in the local government is made up of the sons and daughters of the local government area. You also learnt, according to the theory, that local government provides political education for the citizens and thereby affording people at grassroots to be politically enlightened.

Accountability and control theory of local government views the institution from another perspective. According to these theories, political participation of the citizens in their local affairs through election, they elect their representatives into the local councils. The electorate elects whoever they trust and is competent to shoulder the burden of responsibility of the council. The electorate elects the chairman, councilors, legislators and vice-chairman, from the locality as you learnt in unit 4.

The local election allows the electorate to choose between competing claims and contestants. It is through choosing their representatives by themselves that the people can make the representatives accountable by the way they perform their duties efficiently to the local people, and cater for the collective welfare of the people rather than engaging in corrupt practices (Ajayi, 2000:7).

The implication of the local electorate role of choosing their representatives directly is that when they are chosen by the people that they can be made accountable to the people. A major advantage of this practice again is that whatever maybe the success or failure of the locality, they are in the best position to decide whether the political officials will be re-elected again or rejected at the polls. Consequently, the function of electing the council officials, and the duty of watching and checking them lie with the citizens who are the electorate in the locality.

#### **4.0 Conclusion**

You learnt in this unit of the basic propositions of accountability theory of local government. It is the belief of the theory that local government provides the primary

opportunity and best avenue to make politicians, right from the grassroots accountable for political deeds in office. That the local electorate has the power to choose whoever they like to govern them based on the parties programmes (Manifesto) which are promises made during electioneering campaigns.

The elected officials are held responsible for the advertised programmes and promises during the campaigns. Since the representatives are answerable to the people through the polls, the future of their political career lies with the people, and therefore, they (the representatives) will strive to perform while in office to the best of their ability with emphasized consciousness on their credibility and political image which will determine whether they will be re-elected or not.

Participation of the local people in the local administration therefore teaches them the art of weighing and choosing between competing claims and the choice as a just one.

## **5.0 Summary**

You have learnt in this unit basic contributions of accountability and control theory to the understanding and relevance of local government institutions as a grassroots government. Specifically, you learnt that the local people participate directly in the choice of their representatives in the local council.

Finally we noted that although these theories were developed with local government in developing countries in mind, they are nevertheless relevant in varying degrees to developing countries.

## **6.0 Tutor Marked Assignment**

- i. Explain the concept of accountability and what it constitutes
- ii. What are the basic assumptions of accountability theory
- iii. Discuss the importance of accountability in government

## **7.0 Further Reading Materials**

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## **MODULE SEVEN**

### **UNIT NINETEEN: TYPES OF LOCAL GOVERNMENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Presidential type of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

Local government systems in the world differ from one independent state to another dependency on the values, ideological orientation and the values of the people; the circumstances of their history and cultural background. Each sovereign state to suit its circumstances and the will of its leaders. In this unit, we are going to examine presidential system of local government.

#### **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

1. Name different types of local government system

2. Discuss presidential system of local government state advantages and disadvantages

### **3.0 Main Content**

#### **3.0.1 Presidential Type**

A presidential type of local government is a system in which the executive arm of the local government is separated from the legislative arm. In this system all the executive powers of the local government are vested in the chairman of local government or Mayor as he is sometimes styled. The chairman or Mayor is elected directly by the electorate of the local government area. This implies that the whole of the local government area is his constituency. The chairman appoints the political heads of Local government departments who assist him in the executive duties of the Local Government. These public officers are responsible and accountable to him.

### **4.0 Conclusion**

The legislative organ of the local government is the council which is charged with the responsibilities of local government legislation and policy making, control of finance and the supervision of the executive organ. The council has its own chairman who is elected by the council. It consists of councilors popularly elected by the electorate in their respective council wards. The chairman of the Local Government and his officers are not members of the council. The chairman has a fixed tenure but can be removed from office by the council through impeachment. Legislations made by the council must receive the chairman's assent before they become bye-laws. The chairman is empowered to veto legislation made by the council. However, it is usually provided that where the council re-passes the bill by a two thirds majority, it becomes bye-law without the chairman's assent.

### **5.0 Summary**

The major characteristic of the system is separation of powers and checks and balances. The system engenders forceful and dynamic political leadership at grassroots level. It is also capable of tapping the best human local resources for the

administration as the chairman chooses his aides who possess special knowledge and experience from anywhere in the council area. Examples of the presidential type are found in the U.S.A. and Nigeria.

## **6.0 Tutor Marked Assignment**

- i. Discuss the meaning and characteristic of presidential system of government
- ii. What are the advantages and disadvantages of presidential type of local government?

## **7.0 Further Reading Materials**

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## **UNIT TWENTY: PARLIAMENTARY TYPE OF LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Parliamentary type of Local Government

- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

Professor Harold F. Alderter in his writing classified local governments in the world to four types, namely French, the Anglo –Saxon, the Communist and the Traditional. However, this classification according to Ogunna (1996) is considered inadequate as many local governments in the world do not fit into any of them. Furthermore, the fourth category the “traditional” cannot be regarded as a type in modern local government as it existed in pre-modern societies and is no longer relevant. Besides that each colonizing power designed their own system. That is why we have the parliamentary type which we are going to examine in this unit.

## **2.0 Objectives**

By the end of this unit, the student should be able to do the followings:

- i. Explain the parliamentary type of local government.
- ii. Differentiate it from presidential type
- iii. Outline its major characteristics.

## **3.0 Main Content**

### **3.0.1 Parliamentary Type**

The parliamentary type is a system in which the executive and legislative arms of the local government are fused. The chairman and secretary of the local government are members of the Council. The local government enjoys adequate local autonomy which is exercised by a popularly elected council whose tenure is for a fixed period. The council which is the highest political authority of the local government operates through committee system. The committees perform a great deal of executive functions of the local government, hence the committee system is an indispensable element of this type and plays a crucial role in the provision of local

services. The council has full control in the management of local government staff. In some nations, Britain and the U.S.A, individual local governments employ and manage their own staff directly, while in others local governments have a common local government staff agency established by the central/state government which is responsible for the appointment, discipline and promotion of local government staff e.g. Local Government Service Board or Commission.

#### **4.0 Conclusion**

This model of local government is characterized by fusion of powers; state being responsible for appointment, discipline and promotion of local government staff; possession of local government service board commission etc. In some nations like Britain and the USA, they employ and manage their own staff while in other countries local government have a common local government staff agency established by the central/state government to see to general staff welfare and condition of service. A classical example of this system is the English local government system.

#### **5.0 Summary**

In parliamentary type of local government the degree of autonomy enjoyed varies from state to state. But in any case the autonomy is never absolute. The central or state government has to exercise a measure of control in order to ensure that certain minimum national standards are maintained and effective provision of local services is attained. The greatest merit of the system is that it ensures full cooperation and understanding between the executive and the legislature as the two arms are completely fused thereby minimizing internal conflicts and tension.

#### **6.0 Tutor Marked Assignment**

- i. Explain the term parliamentary type of local government
- ii. What are the major advantages of the system?
- iii. Differentiate between parliamentary presidential type of local government.

#### **7.0 Further Reading Materials**

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## **UNIT TWENTY-ONE: PREFECTORAL TYPE OF LOCAL GOVERNMENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Prefectoral type of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

It is implicit from the preceding discussions that local government “is a by-product of devolution of powers and functions of the central and in some instances, state/regional governments on a geographic basis to the elected representatives of the people at the grassroots” (Ozor 2003:20) it is equally important to note that the pattern or type of local government that exists in a particular country is largely dependent upon its ecology-the social-political, economic and legal context in which it operates. This type of local government is associated with French model. It is probably the most widespread of all models. Prefectoral model is usually regarded as the local arm of the central government. Although the local councils (Counseil Municipals) and their Mayor’s exercise important powers and performs important duties yet their proceedings are subject to the direction, approval or veto of the prefect –a highly

trained and very experienced civil servant who represents the government of France in its every respect.

## **2.0 Objectives**

By the end of this unit, the student should be able to do the followings:

- i. Explain the main features of prefectural type of local government
- ii. Discuss the prefectural type
- iii. State the main advantages of this system of local government

## **3.0 Main Content**

### **3.0.1 Prefectoral type of Local Government characterized by centralization:**

Hierarchical structure, Executive dominance, legislature domination and high degree of chain of command. This form of local government which is also referred to as the French type has its distinguishing characteristics as an integration of local government with the central administration and an absence of local autonomy. The local government operates as an extension of the central government. Although the local government has its separate staff, they are part of the civil service as they are recruited disciplined and promoted by the central government and operate under its regulations. The staff enjoy the same conditions of service with the civil service. The local government has a popularly elected council which is headed by a Mayor. An administrative officer appointed by the central government at the local level, known as the Prefect, exercises effective control over the council. He directs and supervises the council in the conduct of local affairs. The Prefect, a technocrat, is a professionally trained and experienced administrator. The Prefectoral system is based on the pre-eminence of the Prefect, the major element in local administration.

## **4.0 Conclusion**

In view of the subservient nature of local government under the French model one is perhaps right to say as Ozo (2003:20) noted “that the French model of local government resembled a local administration more than a local government, except that all the members of the (conseil municipals) were the elected representative of

their wards...” In this system of local government prefect is the Chief Executive of the local government and the representative of the state and the whole central government establishments at the local level. He is officially the head of all government service in the field. He coordinates the activities of all central governments field officers. His functions are both administrative and political. He is the “eyes” and “ears” of the central government at the local level and as such sends regular intelligence report to the government. The prefect is independent of the local government council which is subordinated to him.

## **5.0 Summary**

In prefectorial type of local government, the prefect is the central hub on which the entire local government revolves and as such he is the focus of local power. The policies and bye-laws of the council are forwarded to the Prefect for his assent before they are given the force of law. He is also empowered to veto decisions of the council which he considers inappropriate, or inconsistent with the central government policy or public interest. The Prefect protects the central government interests and values and ensures administrative efficiency at the local level. He serves as an important administrative and communication link between the central government and the local administration. Examples of this type are the French Local Government system in France, and the Divisional Administration System of the former East Central State 1971 to 1975.

## **6.0 Tutor Marked Assignment**

1. What do you understand by prefectorial type of local government?
2. Explain the features of this type of local government
3. State the major advantages of this type of local government

## **7.0 Further Reading Materials**

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## **UNIT TWENTY-TWO: THE COMMUNIST TYPE**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 The Communist Type
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

The communist type or model of local government is associated with defunct soviet union and is based on the ideology of democratic centralism. This ideology is primarily aimed at effective integration of all important institutions into the national political and economic framework or agenda. It is characterized by communist party control: single candidate election and Broad scope of governmental powers. It is however necessary to mention that after the disintegration of USSR, this type of local government has witnessed a number of changes, or in any cases, large scale reforms.

## **2.0 Objectives**

By the end of this unit, the student should be able to do the following:

- i. Explain the term communist type of local government
- ii. State the main features of this type of local government
- iii. Identify country(s) practicing it and the reasons why they are practicing it.

## **3.0 Main Content**

### **3.0.1 Communist type of Local Government**

The Communist form of local government is one in which the local government is organized and operated along socialist principles and ideals. The principle of centralism and one party dictatorship govern the system. The local government is an integral part of the central administration, and an inseparable part of national planning. In keeping with the socialist ideology, the socialist party gives direction and control to ensure that Local Government operates in line with the socialist policies and values of the national government.

In the communist system, the local government is denied autonomy and its staff are integrated with the national civil service. There are uniformity, common standards and unity of purpose in the operation of local government with the socialist states of the world like Russia China etc.

## **4.0 Conclusion**

The most important characteristics of the communist type is social and economic planning and development. Consequently, the local government system is structured and operated in such a way as to facilitate social and economic planning and integrated development. The second essential feature of the type is the socialist principle of democratic centralism. Democratic centralism is a socialist principle in which major policy decisions are taken by a small body at the apex of government hierarchy. The decision making process at this level is guided by democratic principle of free discussion and agreement basic on majority rule. Once a decision is made by the top hierarchy, it is binding on every one and groups within the state. The implication of the principle is that those who are not at the top of the hierarchy do not

participate in major policy discussion making. Sometimes the local government is utilized to implement national government policies and enforce its laws.

## **5.0 Summary**

From the foregoing discussions, it is quite clear that local government under this model are mere extension or appendages of the central government for the purpose of economic planning and political and social mobilization (Okoli, 2000:8) According to Ozor (2003:23) under the communist model, the interests of the locality are equated with the interests of the state (which is controlled by communist party). This model of local government still exist in China, North Korea, Cuba, and all countries that still practice socialism/communism as their official government political ideology.

## **6.0 Tutor Marked Assignment**

- i. What do you understand by the term communist type of local government?
- ii. Identify countries that practice communist type of local government
- iii. What are the main features of this type of local government?

## **7.0 Further Reading Materials**

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## **UNIT TWENTY-THREE: THE COUNCIL MANAGER TYPE**

### **1.0 Introduction**

- 2.0 Objectives
- 3.0 The Council Manager Type
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

The council manager form of local government has its root in America. It was established in the U.S.A. during the Second World War. It was from here that it spread to Nordic countries Australia and North-America but it was most popular in the United States during the second world war where half of the American cities of the population range of 25000 to 250,000 according to 1968 estimate adopted it.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Describe the council-manager type of local government
- ii. Explain the main features of the system
- iii. Identify its major merits.

## **3.0 Main Content**

### **3.0.1 The Council Manager**

The Council-Manager type is founded on the outmoded idea that there is a dichotomy between politics or policy and administration. In this case the democratically elected council is concerned with politics or policy while the manager who should be a professional expert administrator is concerned with administration. In this way administration is said to be divorced from politics. However, the dichotomy is not absolute as according to Appleby, politics and administration are “found to be reverse sides of the same coin, the two called government”. The Council-Manager plan is a system in which the *Policy*-making is placed in the hands of a democratically elected and politically responsible council while the *administration* of the policy made by the council is entrusted on a professional expert in administration known as the

Council-Manager, who is appointed by the council on the basis of his professional qualification, administrative experience, and competence.

#### **4.0 Conclusion**

The Manager is charged with the responsibility of the management of the local government with a high degree of autonomy from the Council which exercises ultimate control. The Council which is popularly elected by the people is responsible for the making of bye-laws and policies. The Mayor presides over the council and performs the ceremonial functions of the Local Government. The Mayor (chairman) has no veto power. The status of the Mayor is that of *primus inter pares* in relation with the members of the Council who exercise its authority in a collective body. The manager, an experienced and professional expert in administration and management, is the focal point and corner stone of the system. He is either elected or appointed by the general body of the Council for an indefinite term subject to good performance. He is the Chief Executive of the local government. As the manager of the local government, he runs the council in a business-like manner. Hence, he adopts appropriate management styles and techniques in the conduct of the Council's business.

#### **5.0 Summary**

In this form, the local government is likened to a business company, the council playing the role of the Board of Directors, and the manager that of the general manager. The manager is governed by the civil service principles of political neutrality, anonymity, security of tenure and professionalism. The primary goal of the system is high productivity and effectiveness in the provision of local services. This type was experimented in the former Western State of Nigeria under the Local Government Reform of April 1973. Its distinguishing characteristic is that the Local Government Administration is management-oriented with its emphasis on achievement of set targets and goals, and hence result-oriented.

#### **6.0 Tutor Marked Assignment**

- i. Explain the council manager type of local government
- ii. Discuss the goal of this system
- iii. What are the advantages of council manager type?

## **7.0 Further Reading Materials**

Alderfer, H.F. (1964) *Local Government in Developing Countries*, New York: McGraw-Hill.

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## **UNIT TWENTY-FOUR: THE COMMISSION TYPE**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 The Commission Type of Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

The need to decentralize development efforts either through a process of deconcentration or devolution, is premised on the belief that it not only encourages citizen or community participation which is essential if the efforts are to be relevant and sustained, it also facilitates administrative control. Moreover, the combination of authority responsibility and accountability focused at the local level leads to much more active promotional efforts than otherwise. When properly incorporated and

sufficient powers and levels of authority devolved, local governments can therefore be expected to make significant contributions to the development process. In this unit we are going to examine the commission type of local government and see its contributions to growth and development of local government.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Explain the commission type of local government
- ii. Identify its main characteristics
- iii. State the merits of this system of local government

## **3.0 Main Content**

### **3.0.1 Commission Type of Local Government**

The Council-Manager form of local government is an American invention. It was established in the U.S.A during the Second World War. It was most popular in the United States during the Second World War where over half of the American cities of the population range of 25000 to 250,000 according to 1968 estimate have adopted it. The Council-Manager type is founded on the outmoded idea that there is a dichotomy between politics or policy and administration. In this case the democratically elected council is concerned with politics or policy while the manager who should be a professional expert administrator is concerned with administration. In this way administration is said to be divorced from politics. However, the dichotomy is not absolute as according to Appleby, politics and administration are “found to be reverse sides of the same coin, the two called government”. The Council-Manager plan is a system in which the *Policy*-making is placed in the hands of a democratically elected and politically responsible council while the *administration* of the policy made by the council is entrusted on a professional expert in administration known as the Council-Manager, who is appointed by the council on the basis of his professional qualification, administrative experience, and competence.

#### **4.0 Conclusion**

The Manager is charged with the responsibility of the management of the local government with a high degree of autonomy from the Council which exercises ultimate control. The Council which is popularly elected by the people is responsible for the making of bye-laws and policies. The Mayor presides over the council and performs the ceremonial functions of the Local Government. The Mayor (chairman) has no veto power. The status of the Mayor is that of *primus inter pares* in relation with the members of the Council who exercise its authority in a collective body. The manager, an experienced and professional expert in administration and management, is the focal point and corner stone of the system. He is either elected or appointed by the general body of the Council for an indefinite term subject to good performance. He is the Chief Executive of the local government. As the manager of the local government, he runs the council in a business-like manner. Hence, he adopts appropriate management styles and techniques in the conduct of the Council's business.

#### **5.0 Summary**

In this form, the local government is likened to a business company, the council playing the role of the Board of Directors, and the manager that of the general manager. The manager is governed by the civil service principles of political neutrality, anonymity, security of tenure and professionalism. The primary goal of the system is high productivity and effectiveness in the provision of local services. This type was experimented in the former Western State of Nigeria under the Local Government Reform of April 1973. Its distinguishing characteristic is that the Local Government Administration is management-oriented with its emphasis on achievement of set targets and goals, and hence result-oriented.

#### **6.0 Tutor Marked Assignment**

- iv. Discuss the working of commission type of local government
- v. What are the main features of the system
- vi. Identify the major strength of this system of local government.

## **7.0 Further Reading Materials**

Blan (1977) *Government at the Grassroots*, California: Pulisader Publishers.

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## **MODULE EIGHT**

### **UNIT TWENTY-FIVE: ROLE AND PROBLEMS OF LOCAL GOVERNMENT IN NATIONAL DEVELOPMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Role of Local Government in National Development
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

In this section we shall attempt to discuss in greater detail, the crucial role of decentralized institutions like Local Government in the development process.

One of the major shortcomings of earlier development efforts in most countries of the Third World was the over-centralization of the process-the top-down approach. Unsuccessful results from this approach has brought about a rethinking which eventually manifested in the need for a decentralization of both structures (machinery) and process of development. As the World Bank acknowledge, decentralization or

‘local control’, ... provides the flexibility needed for proper integration and timing of activities, and for the modifications of programs in response to changing conditions. Community involvement, which is essential to a sustained development process, is greatly facilitated by local rather than centralized control. One particular advantage is that the problems of the community, as perceived by its residents and those imputed by local officials tend to be more easily reconciled.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Trace the concept of decentralization, deconcentration and devolution.
- ii. Discuss the possible contributions of local governments to the Development process.
- iii. State the three major areas that the contributions of local government in national development can be grouped.

## **3.0 Main Content**

### **3.0.1 The Role of Local Government in National Development**

The need to decentralize development efforts either through a process of deconcentration or devolution is premised on the belief that it not only encourages citizen or community participation, which is essential if the efforts are to be relevant and sustained, it also facilitates administrative control. Moreover, the combination of authority, responsibility and accountability focuses at the local level leads to much more active promotional efforts than otherwise. When properly incorporated and sufficient powers and levels of authority devolved, Local Governments can therefore be expected to make significant contributions to the development process. As the Federal Government (of Nigeria) noted in the 1981-85 Development Plan, “..... the surest way to get to the grassroots through planning is via the local government authorities”. Table 3.1 below gives a useful summary of the various areas and respects in which Local Governments are expected to contribute to the enhancement of the development process. Broadly, these areas fall in three major categories: Political integration/Nation Building; Social Development and Economic Growth.

Table 3.1

Possible Contributions of Local Governments to the Development Process

<u>Political Integration/ Nation Building</u>	<u>Social Development</u>	<u>Economic Growth</u>
1. Unity through opportunity for political participation	1. Better access to and use of information in respect to services location and effective maintenance capabilities	1. Local institutions in a bottom-up strategy
2. Training in citizenship and political leadership	2. Easier to tap the people's knowledge, initiatives and enthusiasm for services delivery	2. Local institutions historically played a critical role in the agricultural and overall transformation of today's developed countries
3. Promotion accountable governance	3. Integration of the development activities of central and local governments at planning and execution stages made more feasible by responsible local government	3. Local Governments are today still playing very important roles in the economic development of both socialist and capitalist countries
4. Promote claim-making on central government	4. Enable individuals and communities to make	4. Local Governments have a great potential in raising agricultural and industrial productivity in LDC's in the following areas:  a) Collective Action in managing scarce resources—land, soil water, etc  b) Assisting cooperatives in the informal sector in the urban Areas to organize themselves for effective Economic and political action.  c) Reduction of wast by

Central government –  
Dominated projects

- d) Presenting a wide opportunity for experimentation/innovation with diverse project/management possibilities
- e) Promoting health competition for cooperation among communities

5. Reduce social discrimination through the empowerment of minorities.

Source: Arne Leemans, *Changing Patterns of Local Government* (The Hague: International Union of Local Authorities, 1970); International Union of Local Authorities (ed), *Local Governments as promoters of Social and Economic Development* (The Hague, (1967); M.J. Esman and N.T. Uphoff, *Local Organizations: Intermediaries in Rural Development*, (Ithaca, New York: Cornell University Press, 1984), in Olowu, D. op.cit.

#### 4.0 Conclusion

Nigeria is a country in which all the major characteristics of underdevelopment are glaringly manifest; widespread poverty among groups and geo-political regions, high mortality rates, a high population growth rate, skewed incomes distribution, unproductive or inefficient agricultural practices, a low level of industrialization, and more recently, a heavy external debt burden, among others. The country has remained largely underdeveloped not for lack of trying by successive administrations to move it to the threshold of sustainable development, but a combination of poor or inappropriate policies and strategies in addition to a number of deep-seated institutional problems have combined to frustrate the country's Development efforts.

In the years since the attainment of independence in 1960, successive Nigerian governments have in their attempts to chart a sustainable path to rapid socio-economic growth and national development for the country, prepared and implemented four medium-term Development Plans, and two Rolling Plans. The medium-term Plans

being: the 1962-68; 1970-74; 1975-80, and 1980-85 National Development Plans, while the Rolling Plans are for the 1990-92 and 1991-1993 periods.

## **5.0 Summary**

The central objectives of these plans which have invariably become the official medium for co-ordinating and pursuing the goals of development, include the following among a fairly lengthy catalogue:

- i. A just egalitarian society
- ii. Increase in per capital income
- iii. More even distribution of income
- iv. Reduction in the level of unemployment
- v. Diversification of the economy
- vi. Balanced development
- vii. Development of technology
- viii. Increase productivity
- ix. Attainment of higher levels of sufficiency in the production of food and other raw materials
- x. Enhancing the level of socio-political awareness of the people, and
- xi. The promotion of a new national orientation conducive to greater discipline, better attitude to work and cleaner environment.

It goes almost without saying that all these goals still remain to a large extent illusory. Not only that, the problems which the plans have tried to address over the years are not compounded by the profound economic problems we are undergoing today.

## **6.0 Tutor Marked Assignment**

- i. Explain the concept of three Ds –Decentralization, Deconcentration and Devolution.
- ii. Discuss the Role of Local Government in National Development
- iii. State the three thematic areas the role of local government in National Development can fall.

## 7.0 Further Reading Materials

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## **UNIT TWENTY-SIX: FACTORS RESPONSIBLE FOR THE LOW LEVELS OF LOCAL GOVERNMENTS CONTRIBUTIONS TO NATIONAL DEVELOPMENT IN NIGERIA**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Factors responsible for low Contributions
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

Despite their rather dismal record of performance, in the development process, there is no disputing the fact that local governments in Nigeria have a significant role to play not only in providing services in such areas like primary health and education,

but also in laying the basic infrastructure for the promotion of agriculture, small scale manufacturing industries, transportation, etc. In particular, local governments can, and indeed have in the past, collaborate with special government agencies like the Directorate for Food, Roads and Rural Infrastructure (DFRRI) to provide some of these basic infrastructures and the enabling environment for sustainable development. Local governments still remain the most effective medium for responding to the basic needs of the people.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Recall the role of local governments in National Development
- ii. Discuss the factors responsible for low performance of local governments in National Development
- iii. Suggest possible solution for enhanced performance

## **3.0 Main Content**

### **3.0.1 Factors responsible for low levels of Local Governments Contributions to National Development in Nigeria:**

Prior to the inclusion of local government in the sharing of the Federation Account in 1979, and the subsequent increase of its share from 10 to 15 percent in 1989 and eventually 20 percent in 1992, the inadequacy of finance was the most frequently mentioned constraint to the effective participation of local governments in National Development in Nigeria. For instance while attempting to explain for the lackluster performance of local governments in the country's development process as far back as 1970, Adebayo Adedeji identified a number of factors which included: defective and cumbersome structure; inadequate functions and power; inadequate finance; low calibre and poorly paid staff; low administrative efficiency and corruption, etc; as constituting the major problems of local government (at that time) or in his terminology, "the Vicious Circle of Poverty of Local Government".

Of all the factors which combined to define the "Vicious Circle", Adedeji identified finance as the elixir necessary to break the circle and make local

governments relevant in the country's development process. Over the years, most contributions on the subject have tended to re-echo Professor Adedeji's thesis. And thus, finance has remained central on the agenda of making local governments more effective and creditable agents of grassroots mobilization and transformation. The situation today (financially sounder local governments) however tends to put the factor of finance or funds inadequacy to question. This notwithstanding, Adedeji's contention remains in a rather paradoxical manner, valid to a large extent.

The paradox is: no doubt the financial or fiscal position of local governments have in the past few years witnessed a significant boost, they way things are presently organized however, this development cannot without major institutional reforms be translated into an effective means for local governments to contribute in any significant sense to national development.

In the first place, local governments with the assurance of getting regular and substantial allocations from the Federation Account have, despite claims to the contrary, lost the incentive to explore new ways and methods of boosting their revenue from domestic or independent sources. This situation leaves local governments, on which public demands have in the recent past grown substantially, in a fiscal stress. In other words, there still exist a sizeable gap (fiscal mismatch) between their revenues and responsibilities. Secondly, the structure of local government expenditures in the country today shows a more than proportionate emphasis on the recurrent side. Since the bulk of development funds for local government are still expected to come from recurrent budget surpluses, there is usually hardly anything left after taking care of recurrent expenditures which incidentally are growing daily for reasons not totally unconnected with the new system of local government being operated in the country. And, finally, even though there is little doubt that local governments in Nigeria have witnessed significant changes in their structure, operations, and position in the country's intergovernmental arrangement, existing management capabilities still remain a far cry from those needed to effectively and efficiently manage the myriad of demands and problems which the modern local government system has to cope with if it is to make even the least pretension to a development orientation.

In addition to the problem of a financial mismatch and poor expenditure use policies prevalent in Nigeria are a number of other problems which in varying degrees account for the relatively low development performance position of Local Governments in the country. Prominent among these include: wasteful expenditures, an excessively expensive political and administrative structure at the Local Government: and a lack of appropriate development focus on part of the Local Governments. More importantly, though is the fact that at this point in time Local Governments in the country are yet to find their feet in the wake of the frequent changes in their structures, responsibilities and number.

#### **4.0 Conclusion**

We might recall that one of the essence of Local Government which we identified earlier is national integration and training in basic ethos of democracy. For Local Governments in Nigeria, this is a relatively new role. Until recently, Local Governments participation was limited mainly to having councils made up largely of government appointees. Of course over twenty years of military rule in Nigeria has grossly limited the development of a local democratic culture in the country. The involvement of Local Governments in the current transition to civil rule programme in the country is of course a good testimony to the fact that Local Government are indeed the bedrock of democracy. The rate, therefore, at which political culture and institutions develop in the country will depend to large extent on the involvement of Local Governments in the process.

#### **5.0 Summary**

Local Governments play a crucial role in the development process: as decentralized units of power and authority, Local Governments have an inherent capacity to provide the most effective organizational framework for responding to a myriad of Local demands and aspirations using, as much as is statutorily permissible, local initiatives and resources. As international focus moves to a more enduring conception of national development to emphasize viability and sustainability, so too has attention shifted to the key role which Local Governments could play in putting in

place the necessary structures and attitudes to support the desired structural transformation.

This realization, in part, gives rise to the global concern for reforming the character and making credible, the instruments of local governance. The various reforms instituted on the Nigerian Local Government system in the past three years or so can best be appreciated within this background. As a developing country with a myriad of problems largely symptomatic of underdevelopment, Nigeria has found the need to rely more and more on its Local Government system as an institutional framework for addressing a variety of the country's problems whether economic, political or social, very compelling.

Despite an enhanced constitutional status and funding, Local Governments are yet to play a commensurate role in the country's development process. A variety of factors both institutional and technical account for the situation. This notwithstanding, local government given appropriate orientation can still be relied upon to act as the basic units towards sustainable development. The challenge is therefore to institute appropriate reform measures that will reverse the ineptitude on part of Local Governments towards making them viable and creditable units of National Development.

## **6.0 Tutor Marked Assignments (TMA)**

- i. What are the roles of local government in National Development
- ii. Identify the factors responsible for low level performance of local government in National Development.
- iii. Suggest possible solution.

## **7.0 Further Reading Material**

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## **MODULE NINE**

### **UNIT TWENTY-SEVEN: INTERGOVERNMENTAL RELATIONSHIP**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Levels and Patterns of Intergovernmental Transactions
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Market Assignments (TMA)
- 7.0 Further Reading Materials

#### **1.0 Introduction**

There are various definitions of intergovernmental relations. For example, Fox and Meyer (1995:66) defined it as encompassing all the complex and interdependent relations among various spheres of government as well as the co-ordination of public policies among national, provincial and local government through programme reporting process requirements, grants-in-aid, the planning and budgetary process and informal communication among officials. “Intergovernmental relations”, according to Adamolekun (2002:60) “is the term commonly used to describe the interactions between the different levels of government within the state. Also Anderson (1960:3) defined it as important interactions occurring between governmental institutions of all types and in all spheres. And according to Mentzel and Fick (1996:101), intergovernmental relations is:

a mechanism for multi and bi-lateral, formal and informal, multi-sectoral and sectoral, legislative, executive and administrative interaction entailing joint decision-making, consultation, co-ordination, implementation and advice between spheres of

government at vertical as well as horizontal levels and touching on every governmental activity.

In the words of Elekwa (1995:55), intergovernmental relations “involves the patterns of cooperative relationships between various levels of government in a federal governmental system”. In the context of this chapter, intergovernmental relations is defined as interactions among the various spheres of government in both the federal and unitary systems, which at better co-ordination of public policies, sharing revenue and other resources and ensuring harmonious existence among the spheres of government.

It is clear from the above definitions of intergovernmental relations as Mathebula (2002:5)

the nature of the interaction between different spheres of government varies constantly in terms of the degree of co-operation, depending on the dynamics of the system and the role-players involved at any given time and in accommodating geographical and managing interdependence, well as ongoing comprehensive transformation.

It is worthy of note that the success of intergovernmental relations depends on the level of participation by the key role players in the system, and that the extent of participation, whether of a competitive or co-operative nature, finally determines the ontological state of the system of intergovernmental relations (Mentzel and Fick, cited in Mathebula et al, 2002:5).

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Explain the meaning of intergovernmental relations
- ii. Identify the levels and patterns of intergovernmental transactions

## **3.0 Main Content**

### **3.0.1 Levels and Patterns of Intergovernmental Transactions**

The institutionalization of intergovernmental relations (IGR) is generally most highly developed within federations. In many countries that practice the federal

system of government (for example, Australia, Brazil, Canada, Ethiopia, Germany, Nigeria, Switzerland, and the United States of America), intergovernmental relations are characterized by the relationship between the central or federal government and the major sub-national governments (e.g. state, local government et cetera), with the main features stated in the constitution (Adamolekun, 2002:60). Usually, the jurisdictional powers of each sphere of government is stated in the constitution and any change is through constitutional amendment involving both levels of government. Consequently, a full analysis within federal systems must cover the following (Adamolekun, 2002:60):

- Federal –regional
- Federal –regional-local
- Federal-local
- Interregional
- Regional –local
- Interlocal

In contrast, at least three levels of intergovernmental relations in a unitary state (Graves, 1974, Ayoade 1980):

- National –local relations
- Inter-local relations
- Federal –center relations

#### **4.0 Conclusion**

It is important to note that in contrast to the situation in Federal system, there is no constitutional allocation of governmental functions between central and regional governments in a unitary system; the central government determines what functions to allocate to the subnational governments and can unilaterally modify the functional allocations. In addition, the central government in a unitary state can unilaterally determine both the substance and the style of intergovernmental interactions (Adamolekun, 2002:61).

#### **5.0 Summary**

In summary, the level and pattern of intergovernmental relations differ according to the system of government. Because the subject matter of this book is local government, our analyses of intergovernmental relations shall focus on the following:

Federal/Central –State – local

Federal – Local

State – Local, and

Inter-local relations

## **6.0 Tutor Marked Assignments (TMA)**

- i. Explain the term intergovernmental relations
- ii. Identify the patterns of intergovernmental relations.

## **7.0 Further Reading Materials**

Adeyemo, D.O. (2005) Local Government Autonomy in Nigeria: A Historical Perspective *Journal of Social Sciences* 10(2) 77-87.

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## **UNIT TWENTY-EIGHT: FEDERAL/CENTRAL-STATE-LOCAL GOVERNMENT**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Federal –State-Local Relations
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Market Assignments (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

In Nigeria, fiscal relations are central to federal –state-local relations. Section 3, 4, 6, 7 and 8 of the 1999 constitution made provisions for the financial relationship among the three tiers of government in the federation. According to sub-section 3, “Any amount standing to the credit of the federal and state governments and the local government councils in the federation account shall also be allocated to the state for the benefit of their local government councils in such terms and in such manner as may be prescribed by the National Assembly”.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Explain federal-state-local relations
- ii. Discuss the workings of the relations
- iii. Highlight the problems inherent in the system

## **3.0 Main Content**

### **3.0.1 Federal/Central-State-Local Relations**

Federal –State –Local relations vary from one country to another. In South Africa, for instance, chapter three of the 1996 constitution obligates the state to support interaction and cooperation between the three spheres of government on a continuous basis and therefore provides a set of principles to direct the manner and quality of those interactions. Section 41 (2) of the *constitution* stipulates that an Act of Parliament must establish or provide for process, structures and institutions to promote

and facilitate intergovernmental relations for appropriate mechanisms and procedures to facilitate settlement of intergovernmental disputes.

#### **4.0 Conclusion**

The national and provincial governments are required to enact legislation to support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions. Also draft legislations affecting local government must be made available for comment to allow organized local government and municipalities and opportunity to make representations before it is enacted.

#### **5.0 Summary**

Fiscal relations are very vital aspect of intergovernmental this is seen relations in South Africa, by the intergovernmental relations Fiscal Act (1997) which established the Local Government Budget Forum (LGBF). The LGBF consists of the minister of finance, members of the Executive councils of provinces responsible for finance, five representatives of South African Local Government Association and one representative of each of the provincial local government associations. According to Mathebula (2002:6) “Representatives of all three spheres of government share information and consult with one another on financial matters in South Africa”.

#### **6.0 Tutor Marked Assignments (TMA)**

- i. Explain central-state-local relations
- ii. Discuss the operations of the system
- iii. Identify the problems inherent in the system.

#### **7.0 Further Reading Materials**

Ezeani, E.C. (2000) Local Government Administration, Enugu: Zik-chuks Press

Wraith I.R. (1972) Local Government in West Africa London: George Allen and Unwin

Wright, D.S. (1978) Understanding Intergovernmental Relations Massachusetts, Duxbury Press

## **UNIT TWENTY NINE: FEDERAL- LOCAL RELATIONS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Federal –Local Relations
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

The nature and pattern of Federal/central local relations differ from one country to another. For instance, Katz (1999:32) writing on several kinds of central/local relationships notes:

The subordination of localities to nations or states is accomplished in different ways. The state legislature in America, the departments of the national government in England, the prefects of France and Italy, and the federal executive committees and the Communist Party in the Soviet Union are the active agents in causing local policies to conform to national policies.

In Nigeria, there was hardly any provision for federal-local relationship prior to the operation of the 1979 constitution. The federal constitutions of 1954, 1960 and 1963 did not mention local government as a subject in either their exclusive or concurrent legislature lists. The 1979 constitution changed this situation. It recognized local government as the third tier of government

### **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Explain federal-local relations
- ii. Discuss its operations

### **3.0 Main Content**

#### **1.0.1 Federal –Local Relations**

Fiscal relations is central to federal-local relationships in Nigeria. Since 1976, the federal government had recognized that lack of adequate finance and subventions was one of the defects responsible for the inefficiency and collapse of the pre-1976 local government. Adequate provisions were therefore made both in the 1976 nationwide local government reforms and the 1979, 1989 and 1999 constitutions for statutory allocation of fund to local governments. The statutory allocation has increased from the initial 10 percent of nationally derived revenue to 15 percent, and currently it is 20 percent. Apart from the statutory allocations, the federal government had through various Decrees and Financial memoranda exercised control over financial management in the local government system.

Apart from fiscal relations. Federal-local relationships in Nigeria has also been maintained through federal government support to the local governments in strengthening personnel management and particularly, training programmes. The federal in recognition of the poor quality of staff of local important asset of any organization, in 1978 selected three universities – University of Nigeria, Nsukka; ObafemiAwolowo University; Ile-Ife, Ahmadu Bello University, Zaria, to train local government personnel throughout Nigeria.

The federal government, especially during the military era in Nigeria played active role in the creation and dissolution of local governments. Recently, the federal government has refused to recognize the new local governments created by some state governments by refusing to release the statutory allocation to a state like Lagos which disobeyed the federal government order that no new local governments should be created.

In the United States for instance, the constitution does not mention local government and there is a widespread belief that local government is a matter of state, not federal concern. This does not imply that the federal government has no influence over local government. For instance, the federal governments from infringing upon civil rights and liberties of their residents; it prohibits them from enacting laws that

discriminate against citizens of other states; and it bans tax and regulatory policies that handicap businesses in other state (Katz, 1999:1).

In addition, there exists fiscal relationship between the federal and local governments in America. For instance, local governments in the United States participate in the federal government's grant-in-aid system, by which the federal government provides over \$225 billion in grants to state and local governments annually for a wide variety of purposes ranging from community development to education of child nutrition (Katz, 1999:1; Canada 2003:3-4).

Unlike the United State of America, central – local relations in Britain is characterized by centralized supervision and control of local units of government. Apart from judicial control which is exercised by the law courts under the doctrine of *ultra vires*, there are other methods by which the central government controls local authorities. Example of the auditing and possible surcharging of the annual accounts of the local authorities, annual grant-in-aid from the centre, power to approve or disapprove application for loan, and power to control the award of major contracts by the local authorities.

Another method of control by the central government in Britain over local authorities is legislative, which can be exercise through the power to approve or disapprove any bye-law which is approved by local authority. The final method is *administrative control*. The central government can as a last resort suspend or dismiss a local authority, and may in certain circumstances institute a private or a public inquiry into a local authority's affairs. However, these powers are rarely used (Price, 1985:169)

Another example of administrative control of local authorities by the center is that the appointment of certain officers of the local authorities, such as, Chief constables and stipend any magistrates, require the approval of the appropriate minister (the Home Secretary in both cases) (Price, 169). Also the conditions of service of local government employees in Britain are determined at the national level, and closely sentinel by the central government (Price, 1985:169).

Central-local relations in France, like Britain is characterized by centralized supervision and control. Unlike the United States, control of local governments in

France is in the hands of executives of the central government. The French prefect career official, appointed by the interior minister heads one of the ninety *departments* into which France is divided. He has crucial powers over local government. The prefect may revoke mayorial elections, suspend temporarily the mayor or council, and insist that the council vote various mandatory expenditures. Although his powers to some extent are limited by powers of a general council elected by the voters of the *department*, this council does not wield much powers.

In many African countries, central/federal state relations are provided for in the constitution. In Ghana, for instance, section 241(2) empowers the parliament to make provision for the redrawing of the boundaries of districts or for reconstituting the districts which is the principal unit of local government. Also section 243(1) of the same constitution makes provision for the establishment of the post of a District chief Executive for every district who shall be appointed by the president with the prior approval of member of the Assembly Present.

#### **4.0 Conclusion**

Fiscal federalism is an important aspect of inter-governmental relations. In this regard, section 252 of the constitution of Ghana, as we noted earlier in chapter six provides that “Parliament shall .... Make provision for the allocation of not less than five percent of the revenues of Ghana to the District Assemblies for development....”

In Zimbabwe, centralized supervision over local government is a major features of central-local relations. The Minister of Local Government retains a supervisory role over local government with the ultimate power of intervention and suspension of the local council. These powers have been exercised on a number of cases are granted to the minister by the Urban Council Act and the Rural District Council Act.

#### **5.0 Summary**

Central-local relation is also maintained through a parliamentary platform on local government which was established to provide a link between the two spheres of government. This new body consults organized local government (Urban Councils

Association of Zimbabwe (UCAZ) and the Association of Rural District Councils (ARDC) on draft bills in order that the view of local government can be brought to the attention of members of parliament before they begin their deliberations.

## **6.0 Tutor Marked Assignments (TMA)**

- i. Explain federal-local relation
- ii. Discuss the operations of federal-local relations in various countries

## **7.0 Further Reading Materials**

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- Fox, W. and Meyer, I.H. (1995) Public Administration Dictionary Kenwyn. Juta.

## **UNIT THIRTY: STATE –LOCAL RELATION**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 State-Local Relations
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

In a unitary system, the National or central government has constitutional responsibility for local government or local administration. In contrast, in a federal system, it is usually the state or provincial government that has the primary responsibility over local government. "The Federal Government could from time to

time offer support to the local governments in financial terms or in streamlining their personnel management and training programmes” (Orewa, 1991:216).

In Nigeria, for instance, the state government has the primary responsibility for the creation of local governments Section 7(1) of the 1999 constitution provides that “... the government of every state shall subject to section 8 of this constitution, ensure their existence under a law which provides for the establishment, structure, composition, finance and functions of such councils”.

Similarly, in the United States of America, units of local government are legally established by the state government (Blair, 1977:27). In the “*model state constitution*” prepared by the National Municipal League, which is a citizen reform organization, the legislature is assigned a six-fold task in shaping its local governments. Specifically, it states that the legislature will (1) provide for the incorporation of local units, (2) determine the powers of local governments, (3) provide alternative forms for local governments through general law and home-rule charters; (4) prescribe methods for the alteration of boundaries; (5) permit the consolidation of neighboring local units; and (6) enact provisions for the dissolution or reorganization of such civil divisions (Cited in Blair, 1977:28).

It is important to note that since local governments are created by the states in America, it follows that such units derive all their powers from their creator.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Recall federal-local relation
- ii. Explain state-local relations
- iii. Discuss the workings of state-local relations

## **3.0 Main Content**

### **3.0.1 State-Local Relations**

Fiscal relations is an important aspect of state-local relations not only in Nigeria, but also, in many other federal systems. For instance, in Nigeria, Section 7 sub-section 7(b) of the 1999 constitution states that, “the House of Assembly of a state

shall make provisions for statutory allocation of public revenue to local government councils within the state”. Statutory allocation from the state to local governments currently stand at 10 percent of internally generated revenue of the state.

Apart from statutory allocation, the state also exercise some measure of control over financial management in the local governments. For instance, in Nigeria Section 45 of Decree No 36 of 1998 provides for the appointment of an Auditor General by the Governor of the state subject to the ratification of the House of assembly of a state. The Auditor-General who shall be responsibility for auditing the Public Account of a local government council.

#### **4.0 Conclusion**

State-local relationship is also maintained through state supervision and control of local government activities. The nature and details of such supervision varies from country to country, the supervision may be legislative, administrative, and judicial. Legislative supervision or control by the state is exercised through its power to approve bye-laws, enactment of statutes, appropriations for subsidies or grants-in-aid, approval of loans and legislative investigation.

Administrative control is exercised through state administrative agencies. This is the case in Nigeria, United States of America and European countries, such agencies as the Ministry of local government in England, Ministry of the interior of France have concentrated supervisory controls over their local governments (Blair, 1977:33). In Nigeria, the Local Government Service Commission and the Ministry of Local Government exercise administrative controls over local governments in the state.

#### **5.0 Summary**

Finally, judicial control over local governments is exercised especially in the United States through judicial review. As Fordham (1949:36) rightly states, “while judicial review of legislative, executive, and administrative action is extensive and

crucial at all levels of government, it is most detailed and most pervasive at the local level”. According to Blair (1977:35) “Because of the subordinate legal position of local governments, such units are continuously called upon to prove or defend their rights to exercise powers or to employ them to accomplish specific purposes”.

## **6.0 Tutor Marked Assignments (TMA)**

- i. Recall federal-local relations
- ii. Discuss the workings of state-local relations
- iii. What are the problems inherent in state-local relations.

## **7.0 Further Reading Materials**

Ezeani, E.O. (2004) *Local Government Administration* Enugu: Zik-Chuks Printing Press

Fordham, J.B. (1949) *Local Government Law*. Foundation Press. International Managers Association (1942) “Relations with other Local Governments”, *Public Management*, March, 24.

Katz, E. (1985) *Comparative Government*. London: Hutchinson

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Mathebula, F.M.L. and Malan, L.P. (2002) “Intergovernmental Relations And Co-operative governance in South-Africa”, a paper submitted to the Regional Information Centre on Local government, Harare, Zimbabwe.

## **UNIT THIRTY-ONE: INTER-LOCAL RELATIONS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Inter-Local Relations
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

According to Rodipe (1994:35) “Inter-local government relationship entails one or more local governments interacting, co-operating and relating in a manner mutually beneficial to them in the performance of the functions allocated to them”. In the United States of America, for instance, one form of inter-local government relationship is called *interjurisdictional agreement*. This includes “both formal or written compacts and informal or clearly understood unwritten agreements by which two or more local units voluntarily attempt to solve or ameliorate a mutual problem” (Blair, 1977:37).

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Recall state-local relations
- ii. Explain inter-local relations
- iii. Discuss the problems inherent on it.

## **3.0 Main Content**

### **3.0.1 Inter-Local Relations**

Other forms of or methods of inter-local government relationship in the United States include conferences, exchange of services, temporary loans, and joint use equipment or personnel, performance of service by one governmental unit for another, joint performance of a service, and cooperative administration through state leagues (International city managers Association, 1942:73-79).

Like the United States, inter-local government relationship government are common features of the local government system in Nigeria. This recur through such statutory fora as (i) the monthly state joint Account Allocation Committee. (ii) the local government service commission; (iii) the Bureau for local government and Chieftaincy Affairs at the Deputy Governor’s office. Apart from these statutory fora, other voluntary or mutual interaction of local government officials include the National or state conference of local government Chairman; the conference of Speakers of the local government legislative council; the monthly meeting of

Secretaries to the local government; the regular meetings of the Executive Secretaries of local government Education Authorities; seminars and workshops organized by federal or state government ministries, agencies and parastatals (Rodipe, 1994:35).

#### **4.0 Conclusion**

Voluntary associations of local government Chairman and officials or employees also constitute another method of inter-local government relationships in many countries. In Nigeria, for instance, there are such associations as Association of Local Governments of Nigeria (ALGON) and Nigerian Union of Local Government Employees (NULGE). In Zimbabwe, there are such associations as Urban Councils Association of Zimbabwe (UCAZ) and the Association of Rural District Councils (ARDC). The South African Local Government Association (SALGA) is the national voice of local government in South Africa. Again, the National Association of Local Authorities Ghana (NALAG) is the sole association of local government in Ghana. These associations have become a fora for regular meeting and exchange of ideas among both Chairman officials, and employees of local governments, depending on the association in question.

#### **5.0 Summary**

One major problem that has engaged the attention of the Nigerian leadership since the attainment of political independence in 1960, is that of the nation builder. Nigeria's efforts toward achieving real national, development has been attenuated by the existence of several ethnic groups, which are at varying states or social mobilization. In a sustained attempt to manage complex mass or interwinning relationships emanating from its heterogonous environment, Nigerian adopted federalism as a strategy of attaining unity in diversity.

Invariably, federalism no matter whatever form it takes involves more than one tier of government. Interestingly, Nigerian federalism involves three tiers of government. The existence of three levels of government implies the existence of complex pattern of overlapping and sometimes conflicting relationships that require close understanding and management.

In a Federal arrangement, promoting of meaningful democratic process for the purpose of real nation building demands sound inter-governmental relations. This is because as Umezunike (1990:20) noted, the future of intergovernmental relations would as much as possible determine the level to which government commitment to promotion of democratic process would be pursued. Since the task of effecting grassroot democracy in Nigeria lies with the local government which is the third tier of government, there is need to have sound intergovernmental relations between local governments and other tiers of government.

## **6.0 Tutor Marked Assignments (TMA)**

- i. Explain state-local relation
- ii. Discuss inter-local relation
- iii. Discuss the problems inherent on it

## **7.0 Further Reading Materials**

- Hitchner, D.J. and Harbold W.H. (1996) *Modern Government*, New York Dodd. Mead and Co.
- Ikeji, C.C. (2002) *Local Government and Governance in Nigeria: Issues and Ecological Problems*, *Global Journal of Social Sciences*, Vol. 1 (1). Pp 45-49.
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## **MODULE TEN**

### **UNIT THIRTY-TWO: ORGANIZATIONAL STRUCTURE OF A LOCAL GOVERNMENTCOUNCIL**

#### **1.0 Introduction**

- 2.0 Objectives
- 3.0 Organizational Structure of a Local Government Council
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

## **1.0 Introduction**

In Nigeria, experience has shown that many organizations, whether governmental or privately owned, do not last. Their births are usually announced with fanfare, but they die and disappear with the rapidity with which they came. Examples of such organizations include the Back to Land Programme, Operation Feed the Nation, the Green Revolution, River Basin Authorities, National Accelerated Food Production programme, War Against Indiscipline, Better Life Programme for Rural Women, and the Family Support Programme.

Since the local government is the third tier of government in Nigeria, it is expected that, being a creation of the supreme law of the land, it will not follow the patterns of ephemeral establishment that preceded it.

As single individuals could manage neither federal nor state governments, so are local government councils. The workload in local governments is so enormous that one individual, even if he possesses the strength of Hercules, cannot perform all the responsibilities allocated to it. Human beings have limitations in terms of ability, skill, areas of specialization, knowledge and expertise. For this reason, the workload in a local government is shared among various departments and individuals who work in concert for the development of the local government.

The Implementation Guidelines issued by the former government on the Application of Civil Service Reforms in local government service stipulates that a local government must not have more than six departments. These department are:

- Department of Personnel Management
- Department of Finance, Supplies, Planning and Statistics
- Department of Education

- Department of Agriculture
- Department of Works, Housing, Lands and Survey
- Department of Medical Services and Health.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- Trace various organizations that successive governments in Nigeria has founded for development
- Describe the organizational structure of a local government council
- Explain briefly the main functions of the principal officers of the local government.

## **3.0 Main Content**

### **3.0.1 Organizational Structure of the Local Government Council**

The Basic Constitutional and Transition Provision issued by the federal government in 1991 directed that there should not be less than 3 and not more than 5 offices of supervisors in a local government council. Under this arrangement, a local government council consisted of the following:

- Chairman and depute chairman
- Supervisors
- Councilors
- Committees
- Agencies

The chairman of a local government council is empowered to appoint the supervisors and the secretary to the local government. A wise chairman would take into consideration the financial capabilities of his local government before appointing the necessary number of supervisors.

The chairman assigns portfolios to the councilors. It is advisable that the chairman assigns one of the portfolios to his deputy. This is because many deputy chairman who do not head any department have complained that the responsibilities assigned to them were minimal and that they have become redundant. It is advisable

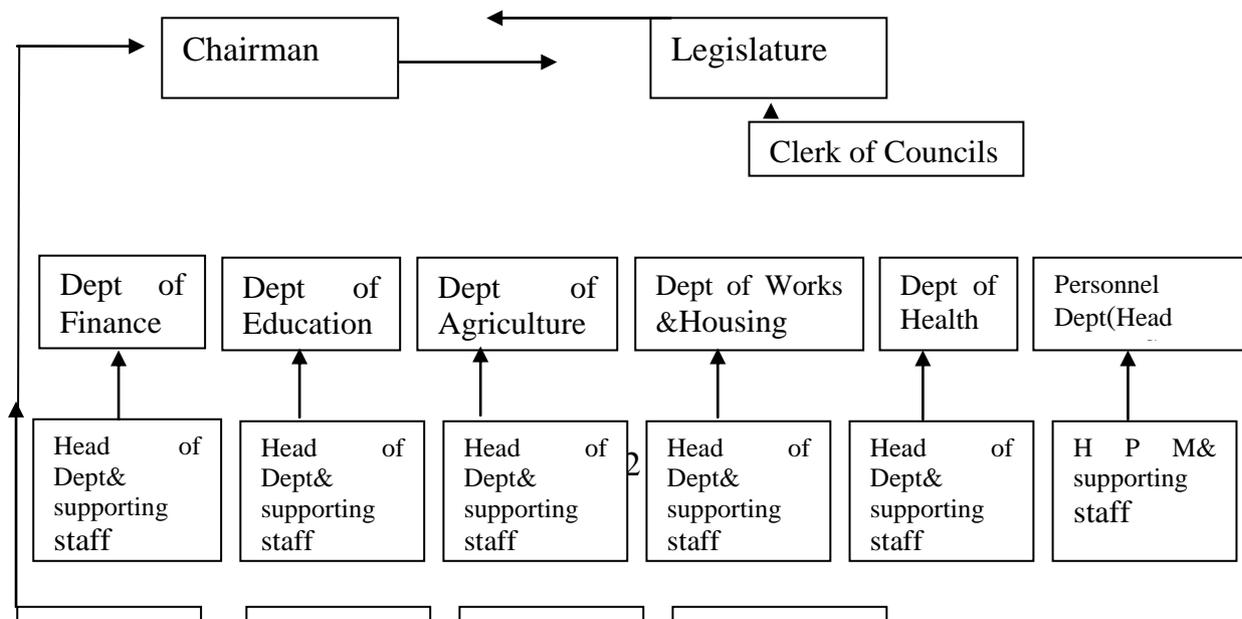
for the chairman to assign a department to his deputy and assign the other departments, except the Department of Personnel Management, to his supervisors.

The head of personnel management who is a career officer should man the Department of Personnel Management. This recommendation is proffered because the career officer is expected, at his grade, to have had in-depth knowledge of establishment rules, financial memoranda, circulars and other enactments governing the local government service.

As the department reports to the chairman, a supervisor, a political appointee, heads each department. The supervisor lays broad guidelines for the department and oversees the various sections in it. The supervisor is advised not to interfere in the day-to-day administration of the department since this comes under the duty the head of department who is a career officer. The secretary to the government, together with the legal adviser, the internal auditor and the information officer report direct to the Chairman. The organization in Table 5.1 suggests an example of an ideal structure of the executive and the legislative arms of local government councils.

The chairman together with the deputy, the supervisors and the secretary to the local government form the executive arm of the local government. In the present presidential system of the local government councils, the legislature, with the clerk of the legislature as its secretary, forms the legislature arm of the local government.

**Table 5.1 Organizational Structure of a local government**



#### **4.0 Conclusion**

We have seen that the 1989 constitution was an improvement on both the 1976 local government reform and the 1979 constitution as far as local government administration in Nigeria is concerned. It would appear that the remarkable gains made in local government administration from 1976 to 1998 have been eclipsed by the 1999 constitution. Discerning people have noted that absence of clearly defined roles of the various Departments the local government to avoid unnecessary conflict.

#### **5.0 Summary**

It is necessary to realize that the gains obtained by the local governments did not just occur like a bolt from the blue. They were obtained as a result of hard begins, exchange of ideas and memoranda submitted by the older generation of local government practitioners to every government which ruled Nigeria from 1950s to date. In fact it is in view of the fore goings that the implementation guidelines on the application of civil service Reforms in local government service stipulates that a local government must have six departments to run the affairs of local government. These departments are personnel management, Education, Agriculture, Medical Services and Health, Finance, Supplies, Planning and Statistics.

#### **6.0 Tutor Marked Assignments (TMA)**

- i. Trace various organizations that various governments have initiated for development
- ii. Discuss the organizational structure at a local government council.
- iii. List various departments in the local government.

## **7.0 Further Reading Materials**

Guidelines on the Application of the Civil Service Reform in the Local Government Service

Handbook on Local Government by the Federal Government of Nigeria

Obi, V.A.O. (2001) Modern Local Government Practice in Nigeria Nsukka: Fulladu Publishing Company

The 1979 Constitution of the Federal Republic of Nigeria, Abuja Government Printer

## **UNIT THIRTY-THREE: VARIOUS COMMITTEES IN THE LOCAL GOVERNMENT AND THEIR VARIOUS FUNCTIONS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Committees in the Local Government
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor Marked Assignments (TMA)
- 7.0 Further Reading Materials

### **1.0 Introduction**

Local government in one form or the other has existed in various countries of the world and with varying degrees of functionality. In France for instance, local governments existed as extension of federal government while in Britain it is seen as an extension of state government. With particular reference to Nigeria it is seen as a third tier government which was arrived at through the famous 1976 Local Government Reform. The 1976 Reform and the 1979 were specifically designed to make local governments autonomous and self-sustaining. It was in furtherance of this that the Basic constitutional and transition provision made provision for constitution of committees to run the affairs of local governments.

## **2.0 Objectives**

By the end of this unit, the students should be able to do the followings:

- i. Identify various committees we have in the local government
- ii. Explain the functions of the various committees in the local government

## **3.0 Main Content**

### **3.0.1 Functions of Committees in the Local Governments**

Local government councils can set up some committees charged with different responsibilities to help them in their work. Examples of such committees and agencies are listed below:

#### **1. Finance and General Purposes committee:**

Prior to the present presidential system of local government council, the Finance and General Purposes Committee was the cabinet of the local government council. By the present dispensation the executive arm of the local government has taken over its duties.

#### **2. Junior Staff Management Committee:**

The local government is empowered to appoint, promote and discipline officers on salary grade levels 01-06. The head of personal management heads the committee. The committee, through the head of personnel management. Makes recommendations to the chairman.

#### **3. Local Government Peace and Security Committee:**

The chairman of the local government chairs this Committee. Other members include the police, the three arms of the armed forces, one representative of the state security service, a prominent traditional rulers in the local government area, two community leaders, one of whom shall be a non-native leader and one representative of women's organizations. The secretary to the government is the secretary to the committee.

The Committee meets once a month and reviews the security situation in the local government area. It also monitors the reaction of the people in respect of state or local government's policies and programmes. As its name suggests, it

strives to ensure that peace and security is maintained in the local government area.

#### **4. Police/Community Relations Committee:**

The chairman of the local government chairs this Committee. Other members include the deputy chairman, the chairman of the Traditional/Emirate Council, one representative of the Christian/Muslim organization in the area, representative of the Hoteliers Association, Market Association, non-indigenous association, two community leaders, and the most senior police officer in the area. The secretary to the local government is the secretary to the committee.

The Committee aids the police in maintaining law and order in the area. It assists the police, through public voluntary donations, in maintaining vehicles or sometimes buying vehicles for the efficient performance of police duties in the area. It helps to establish good relations between the public and the police. It receives complaints against the police from the public and places such complaints before the police authorities with a view to their taking remedial measures to establish trust between the police and the general public.

#### **5. House Committees**

The legislative arm of the local government can set up certain committees to which certain matters can be referred to for in-depth investigation. For example, there can be a house committee on education, agriculture or health. Sometimes when the legislature wants to discuss some sensitive vital issues affecting the local government areas and does not want any outsider to be present during the discussion, it can –resolve itself into a committee of the whole house for his purpose only.

#### **6. Alarm Committee**

The Committee comprises the auditor-general for local governments, the director, Inspectorate and Monitoring Services Department in the Office of the Deputy Governor and a representative of the State's Accountant-General. The Guidelines on the Application of the Civil Service Reforms in the Local Government Service direct that a qualified accountant must head the Internal Audit Unit of a local

government. The essence of this directive is to plant a knowledgeable person in the local government who could examine the pre-and post-payment vouchers in the local government with a view to detecting and forestalling irregular and unauthorized payment. As soon as the internal auditor notices any irregular vouchers, he will raise a query and if the matter is not satisfactorily cleared he will, with the assistance of the secretary to the local government and the treasurer, raise an audit alarm, which will be handled by the Audit Alarm Committee.

#### **7. Internal Audit Unit**

This is not a committee but a unit. It is an important and independent unit in the local government. The Internal Audit Unit, which is manned by a qualified accountant, is directly responsible to the chairman as the accounting officer of the local government. His main duty is to “provide complete and continuous audit of the accounts and records of revenue, expenditure, plant, allocated and unallocated stores where applicable”. The internal auditor shall issue monthly financial reports on the finances of the council to both the chairman and the auditor-general for local governments. He also required to issue special reports, where in his opinion, the attention of the auditor-general for local governments should be drawn to any irregularity or apparent departure from earlier internal audit reports/recommendations. The arrangement whereby the internal auditor works directly under the chairman is fraught with obvious problems. One wonders how independent an internal auditor can be when he receives his salary from the local government council and when his career progression is under the whims of the chairman. There have been occasions when internal auditors were emasculated or removed by transfer for venturing to raise simple eyebrows on certain expenditures approved by the chairman.

#### **8. Public Accounts Committee**

This committee has no direct bearing on the local government council, but it is an ultimate appellate body to which a report from the auditor-general for local governments is made on matters of audits of significant importance involving the accounting officer of the local government or any other officer who refuses to answer an audit query.

## **9. Local Government Service Commission**

The local government has a direct relationship with the Local Government Service Commission. This body was established by the Local Government Edict of 1976 as the Local Government Service Board. As time went on, the Board acquired the status of a commission, which was incorporated in the un-operated 1989 Constitution. The 1999 Constitution did not give it such a status. The Commission has the responsibility for the control, appointment, promotion and discipline of local government staff on salary G L 07 and above.

## **10. Local Government Pensions Board**

The local government has a relationship with the Local Government Pensions Board. Section 309(3) of the un-operated 1989 Constitution guaranteed pension rights for staff of the local governments. Fifteen percent of the salaries of the local governments, excluding allowances, are deducted every month and paid into the Board's account. The state government also makes its own contribution to the Board, which pays the retiring benefits all the retired staff in the local government service.

## **4.0 Conclusion**

We have discussed in this unit the various committees in the local government of their various functions. These committees which are recognized by 1976, 1989 and 1999 constitutions of Federal Republic of Nigeria is aimed at making the impact of the local governments to be felt at both urban and rural areas. The idea behind the formation of these committee is to ensure effective and efficient service during at an affordable rate.

## **5.0 Summary**

In order to enable local government perform its constitutional duties effectively and efficiently in order to make its impact felt maximally, the founding fathers of 1976 local government brought in a lot of administrative reform in the system. Part of

this administrative reform found practical expression in formation of committees at the local governments. This has made the impact of local governments feel the masses, in every community.

#### **6.0 Tutor Marked Assignment (TMA)**

- i. Identify various committees in the local governments
- ii. Explain the functions of committees in the local government

#### **7.0 Further Reading Materials**

Aborishade, O. (1988) eds. Reading in Nigerian Local Government, Ile-Ife, University of the Press.

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